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LIST OF ABBREVIATIONS

ADB	- African Development Bank
ADEA	- Association for the Development of Education in Africa
AFCLIST	- African Forum for Childrens' Literacy in Science and Technology
AKF	- Aga Khan Foundation
ASSCE	- Advanced Secondary School Certificate Examinations
CBO	- Community Based Organization
CTC	- Child to Child
DANIDA	- Danish International Development Agency
ECE	- Early Childhood Education
ECECD	- Early Childhood Education, Care and Development
EFA	- Education for All
FAWE	- Forum for African Women Educationalists
FIELOC	- Form 1 English Language Orientation Course
GDP	- Gross Domestic Product
GER	- Gross Enrollment Ratio
GSSCE	- General Secondary School Certificate Examinations
IIEP	- International Institute for Educational Planning
MEES	- Moral Ethics and Environmental Education
MoE	- Ministry of Education
MRC	- <i>Madrasat</i> Resource Centre
NECTA	- National Examinations Council of Tanzania
NGO	- Non-Governmental Organization
NTRC	- National Teacher Resource Centre
ODA	- Overseas Development Administration
OSC	- Orientation Secondary Class
PEP	- Primary Education Programme
SACMEQ	- Southern Africa Consortium for Monitoring Educational Quality
SBE	- Support to Basic Education
SCF	- Save the Children Fund
SELOP	- Secondary English Language Orientation Programme
<i>Sida</i>	- Swedish International Development Cooperation Agency
SMP	- Schools Maintenance Programme
Std	- Standard (Primary School Grade)
TCT	- Technical Cooperation and Training
TMS	- Teacher Management and Support
UK	- United Kingdom

UNDP	-	United Nations Development Programme
UNESCO	-	United Nations Educational, Scientific and Cultural Organization
UNFPA	-	United Nations Fund for Population Activities
UNICEF	-	United Nations International Childrens' Fund
VSO	-	Voluntary Service Overseas
ZELIP	-	Zanzibar English Language Improvement Programme
ZEMAP	-	Zanzibar Education Master-Plan.

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PROSPECTIVE, STOCK-TAKING REVIEW OF EDUCATION IN AFRICA: The Zanzibar Case Study

I. THE SOCIO-ECONOMIC AND EDUCATIONAL BACKGROUND OF ZANZIBAR

A. THE SOCIO-ECONOMIC PERSPECTIVE:

Zanzibar comprises two main islands, of Unguja (area: 1,464 km²) and Pemba (area: 868km²) and a number of smaller islets along the western shores of the Indian Ocean. The islands lie about 40 kilometres off the east coast of Mainland Tanzania, and are about 50 kilometres apart. According to the 1988 population census, the islands had a population of 640,685 of whom 375,539 people lived in Unguja and 265,146 in Pemba. The population is currently estimated at 850,000 and the average annual growth rate is estimated at 3.0 per cent compared to 2.7 per cent for the 1967 – 1978 period. The average population density is 350 per square kilometre, which is among the highest in Africa.

In 1964, Zanzibar merged with Tanganyika to form the United Republic of Tanzania. However the Government of Zanzibar retains considerable autonomy over its internal affairs and has its own legislature, judiciary and an executive that is streamlined into such ministries as Education, Health, Agriculture, Finance, Planning, Trade and many others.

Administratively, Zanzibar has five regions, each with two districts. Each district is also sub-divided into several smaller administrative units known as *shehias*. A *shehia* can be a demarcated area (in the urban areas), a village or a collection of a few villages (in rural areas) with a total population of around a thousand inhabitants.

Agriculture contributes over 60% of GDP and provides employment for about 80% of the labour force. Until recently, Zanzibar had a typical mono-crop economy relying almost solely on cloves for most of its export earnings. However the sharp drop of international market prices for this major cash crop in the early eighties and other economic vices of the international economic order that is generally unfavourable to the Third World, threw Zanzibar into a severe economic crisis. Radical reforms and the liberalisation of the economy were initiated in the 1980s in all sectors with important improvement in tourism transport and commerce in particular. The establishment of export processing zones and the Zanzibar Investment Promotion Agency facilitated

the increase of foreign investment, creation of employment opportunities and increased earnings. The annual growth rate of the GDP has increased from 3.4% in 1993 to 6.3% in 1996. However the growth has not yet been sufficient to make any significant impact on the standard of living of the majority of the people.

In spite of attractive economic policies that appear to have attracted a number of foreign investors, the provision of social services has mainly remained in the hands of the government. Private investment in social services, especially in education has been very minimal. Like in most African countries that undertook World Bank/IMF inspired economic recovery measures in the eighties, the social services sector in Zanzibar has experienced a severe financial squeeze with deleterious consequences. The resources for the provision of social services have gradually declined in real terms, resulting in the deterioration of the quality of education, health and water supply services.

B. THE EDUCATION CONTEXT

1. Policy Issues

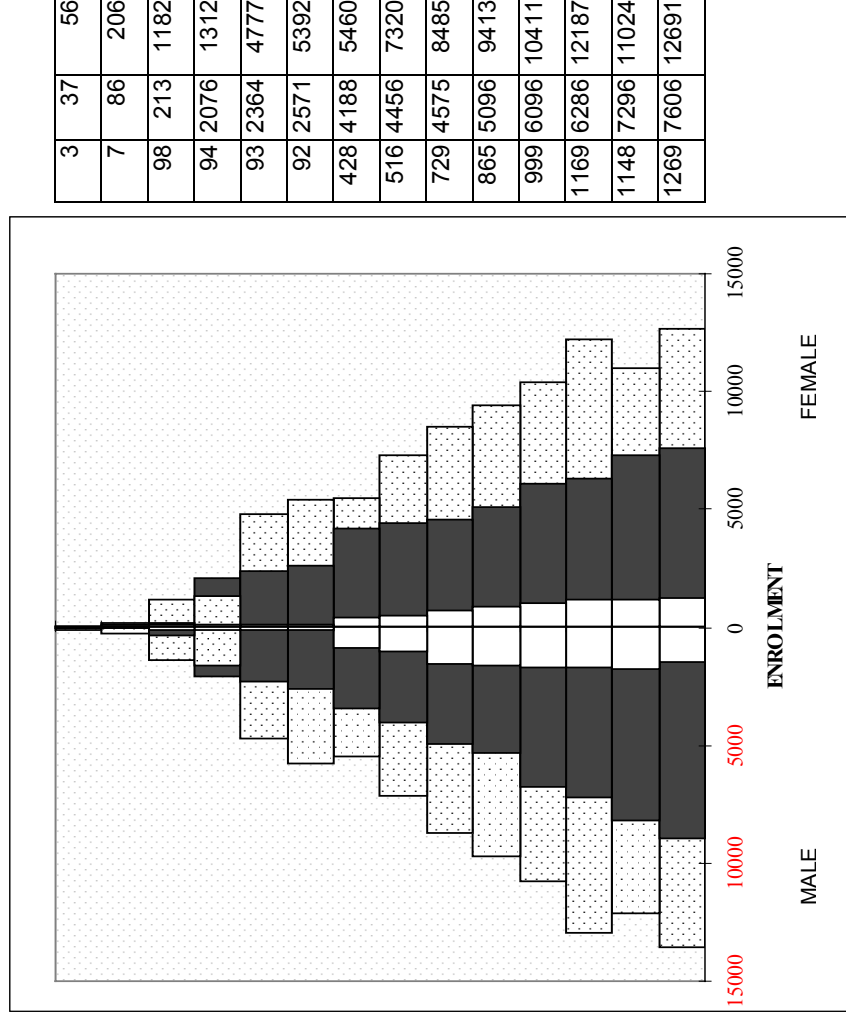
Education has long been a priority in the socio-economic policies and development strategies in Zanzibar. After the 1964 Revolution that liberated Zanzibar from the vices of the Arab settler monarchy, strengthening of education quickly became the central goal of the Revolutionary Government of Zanzibar. In September 1964, a policy of free education was declared. The declaration was aimed at making education more equitable and redressing previous imbalances in its provision. In a very short time, a large number of schools were constructed resulting into a massive expansion of the education system, as can be discerned from the educational pyramid in Figure 1 and the enrolment growth histogram in Figure 2.

FIGURE 1

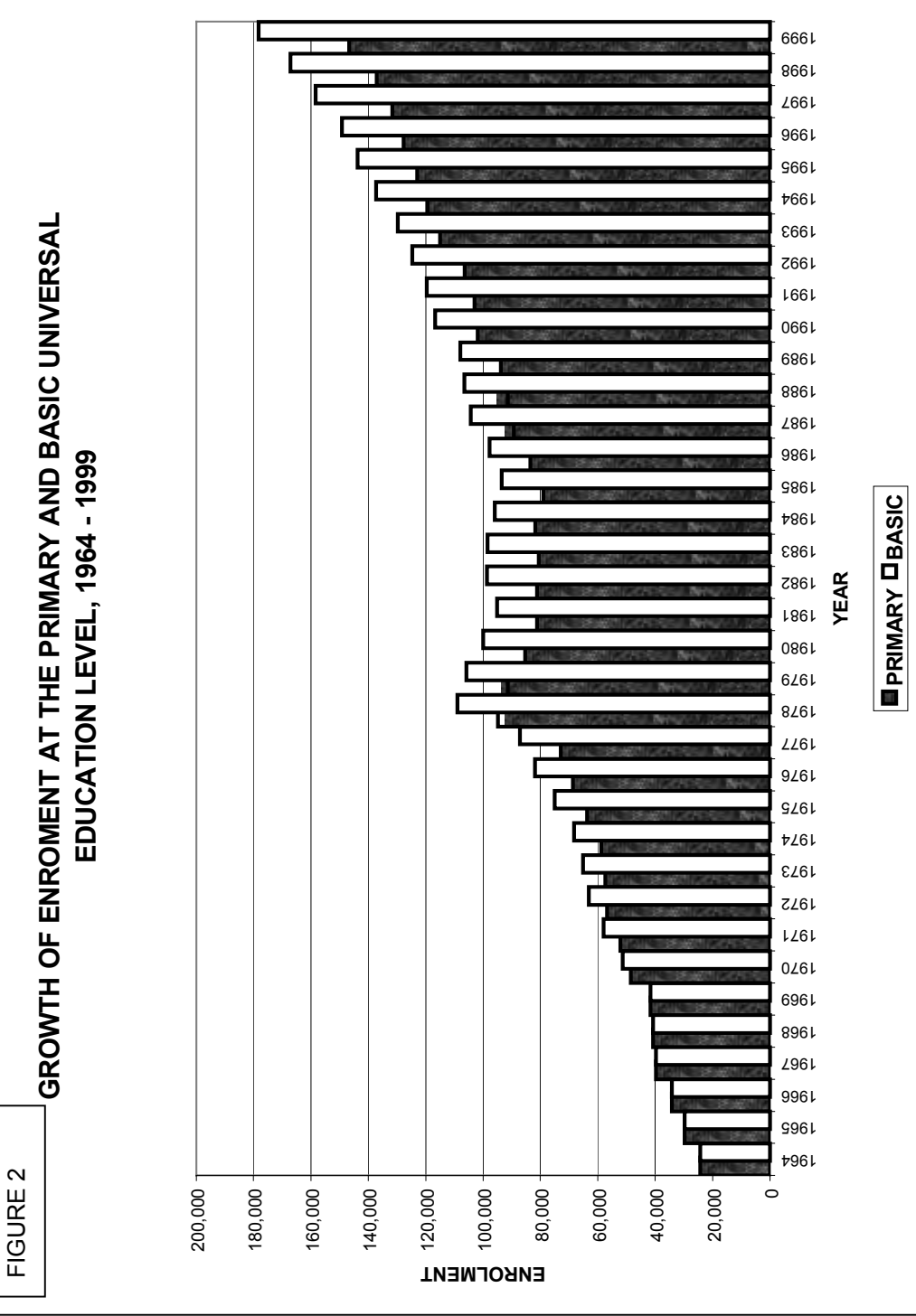
ZANZIBAR EDUCATIONAL PYRAMID, 1962, 1989, 1999

1999 1989 1962

	1999	1989	1962
FORM 6	119	15	21
FORM 5	233	41	26
FORM 4	1434	364	141
FORM 3	1594	2085	128
FORM 2	4746	2333	131
FORM 1	5757	2574	134
STD VIII/OSC	5462	3440	868
STD VII	7155	4008	1008
STD VI	8755	4973	1541
STD V	9681	5298	1616
STD IV	10753	6782	1666
STD III	12947	7190	1696
STD II	12159	8164	1756
STD I	13547	8922	1478



	1999	1989	1962
3	37	56	
7	86	206	
98	213	1182	
94	2076	1312	
93	2364	4777	
92	2571	5392	
428	4188	5460	
516	4456	7320	
729	4575	8485	
865	5096	9413	
999	6096	10411	
1169	6286	12187	
1148	7296	11024	
1269	7606	12691	



2. Structure of the Education System

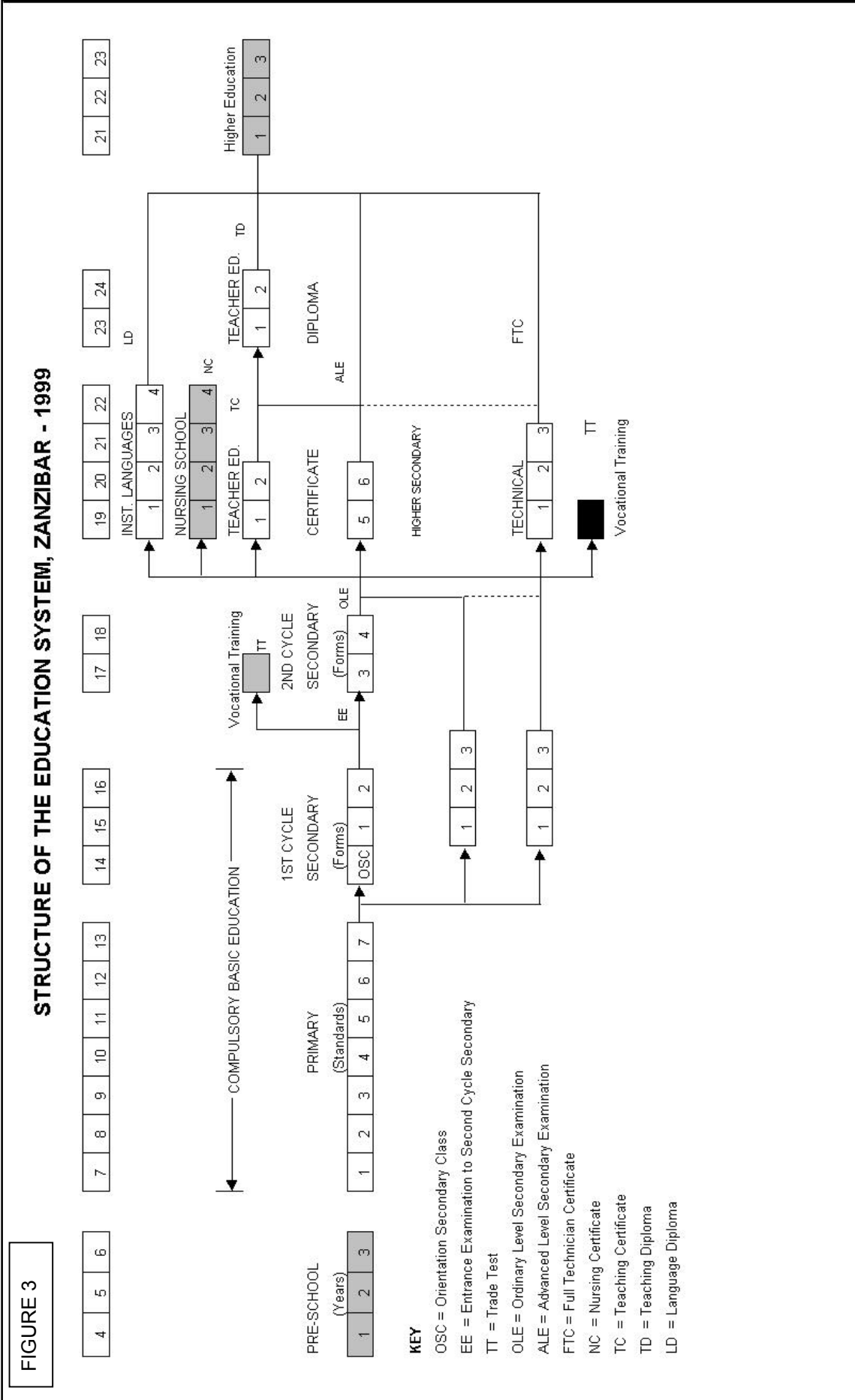
Purportedly in the search for efficiency and effectiveness in the delivery of education, the structure of the Zanzibar education system has undergone a total of five changes since independence as presented in a tabular form below:-

Changes In the Education System: 1964 – 1999

Year and Period	Education System	Compulsory Education Phase
1964 – 1967	8 – 4 – 2	None
1968 – 1970	8 – 2 – 2 – 2	8 – 2 Ψ 10 years
1971 – 1977	7 – 3 – 1 – 2	7 – 3 Ψ 10 years
1978 – 1992	8 – 3 – 1 – 2	8 – 3 Ψ 11 years
1993 - Present	7 – 3 – 2 – 2	7 – 3 Ψ 10 years

In 1964, primary education took 8 years followed by 4 years of ordinary level secondary followed again by 2 years of advanced level secondary. The current structure of the education system introduced in 1993 (in the midst of Jomtien EFA implementation) consists of 7 years of primary education followed by 3 years of first cycle secondary (or sometimes referred to as junior secondary), 2 years of second cycle (or senior) secondary and 2 years of advanced level secondary education. The first and second cycles together form what is normally referred to as ordinary level (O –level) secondary education. Whereas the colonial system inherited in 1964 lacked the concept of compulsory education, at present the 10 years of schooling covering primary and first cycle secondary education are legally compulsory and the right of every child in Zanzibar. It is this duration of schooling that forms basic education in the Zanzibar context. Figure 3 is the graphical presentation of the current structure of the education system including pre-school and higher education.

As can be discerned from Figure 3, promotion to second cycle secondary education is competitive, conditional on passing the selective examination at the end of Form 2 (Grade 10 of the basic education cycle). The average transition rate has reached around 35%. However, this is not to count the cream of best students who are selected to enter specialised secondary schools (i.e. technical, commercial, Islamic, language; notably French, and for gifted students) at the end of Standard VII (Grade 7 of the basic education cycle). Students in these specialised streams are spared of the Form 2 Examination and hence enter the second cycle secondary level automatically.



Currently, less than 10% of the students who sit for the Tanzanian General Certificate for Secondary Education Examination (at the end of O-level secondary) are selected for entry into the A -level secondary cycle.

Following the liberalisation of higher education, Zanzibar has since 1997, two privately owned institutions of higher learning. The proposed State University of Zanzibar is also forthcoming following the passing in 1999 of the legislation for its establishment.

3. Language Policy

Kiswahili is the declared national language and is used as the language of instruction at the primary level. Having an official language status, English is taught as a compulsory subject from primary Std. III to secondary Form4. For convenience in the teaching of Islamic Studies, Arabic language is a compulsory subject from Std. IV to Form 2. French is taught as an optional subject at the secondary level.

English is the post – primary language of instruction. Experience over the times revealed difficulties facing students during the switching over of language of instruction from Kiswahili at the primary level to English at the secondary level. It is widely believed that this state of affairs has been a significant contributory factor to the perceived falling standards at the secondary education level. Hence the introduction in 1993 of the Orientation Secondary Class (OSC) (see Figure 3) that focuses solely on the sharpening of the students' proficiency in English language and mathematical skills before they enter secondary Form 1, as a remedial measure. Also, whereas most private schools have started using English as the medium of instruction right from primary, public schools started from 1999 to teach English language as a subject from primary Std I.

4. The Non- formal Education Channel

Figure 3 indicates the existence of a non-formal education parallel system in Zanzibar. In the framework of Early Childhood Education, Care and Development (ECECD) that had previously been overlooked, this parallel education system is dominated by the Quranic schools (*or Madrasas*) that are fairly extensively and intensively distributed throughout Zanzibar. Almost every Muslim child goes through these institutions (Zanzibar is nearly 99% Muslim). Entry into these institutions is open, starting with around age 3. Exit is also open depending on the child's learning speed. A quick learner can

master the Quran after only about 7 years and it can take a slow learner up to double that duration. This should be also viewed within the context of the fact that majority of children attend both the formal and non-formal systems at the same time in a morning/afternoon alternation arrangement. To quite a significant number of children, this is still the only alternative arrangement of early socialisation as will be demonstrated later.

At the older ages, the non-formal alternative education system consists mainly of work-oriented apprenticeship training arrangements. However, deeper studies are needed to determine its significance and intensity.

II. INTRODUCTION

In July 1998, the Association for the Development of Education in Africa (ADEA) initiated a major exercise aimed at producing a “*Prospective, Stock-taking*” Review of Education in Africa. The Zanzibar case study presented in this paper is part of the major African study initiated and coordinated by ADEA. The study centres around three main issues namely access, quality and capacity building.

III. ACCESS

A. OVERVIEW

Increasing access to education at all levels is one of the major educational objectives of the Zanzibar Government. The Zanzibar Education Master Plan (ZEMAP) for the (1996 - 2006) period has set the following targets with respect to increasing access:

- (a) To attain a pre-school gross enrollment rate (GER) of 100% for the 4 - 6 age group, counting also those enrolled in Quranic schools (*madrasas*), by the year 2006.
- (b) To increase access to primary and basic education (primary plus junior secondary) from the current GERs of 81.2% and 69.3% to that of 100% and 80% respectively by the year 2001 and a GER of 100% for basic education by the year 2006.
- (c) To increase the secondary GER for the 14 - 16 age group from 37% to 50% by the year 2001 and maintain it to 2006.
- (d) To increase the transition rate to senior secondary from the current 30% to at least 40% by the year 2001 and 50% by the year 2006.
- (e) To increase the literacy rate from 61.5% to about 85% by the year 2006.

B. INITIAL ACCESS

1. Status As of 1998**(a) Pre-school education**

Pre-school education which is part of early childhood education, care and development (ECECD) is not compulsory in Zanzibar. The Government policy since 1991 is to encourage private initiative in the running of pre-school and other ECECD institutions. The government still maintains 21 pre-schools, which act as models and institutions for on the job training of teachers for the newly established pre-schools including the private ones. Non-government pre-schools have been established by communities, religious organizations, the Tanzania Parents' Association (TAPA or *WAZAZI*) and individuals.

According to official statistics reported in the Ministry of Education (MoE) budget speech for 1998/99, there were 60 registered pre-schools (nursery schools) in Zanzibar in 1998, of which 21 were government owned and 39 private. They had a total enrollment of 8265 children (of whom 4255 girls) amounting to a GER of 8.7%. This compares favourably with the 1994 situation when there were only 25 pre-schools (20 government and 5 private) with 4394 children (of whom 1093 in private) exhibiting a GER of 6.2%.

(i) Pre-School growth trends

Prior to the 1991 Zanzibar Education Policy (ZEP), MoE was the sole provider of formal pre-school education. The new policy targeted to establish at least one pre-school in each district that could serve as a model for the communities to emulate when they wished to establish their own pre-schools. As some districts (Central, North "B" and West) lacked any pre-school, MoE in collaboration with the *Munadhamat Daawat el-Islamia* embarked on an expansion programme that resulted into the construction of 9 new Islamic oriented pre-schools between 1987 and 1992. By 1992, the number of public pre-schools had reached 18 and 4 pioneering private formal pre-schools were in existence.

Examination of enrollment trends from 1988 to 1992 reveals that pre-school enrollment increased from 2,110 to 2,680 children with a corresponding increase of the GER from 2.8% to 3.2% over the period. Each district of Zanzibar had at least a pre-school by 1992, but non-availability of places was

still a severe problem. Most of the pre-schools had large class sizes and mainly enrolled children of the elites who used their influences to secure places and could pay the fees. However most of the pre-schools were accommodated in permanent buildings with reasonable amounts of instructional materials. Also government pre-schools were supplied with well-versed teachers most of whom secondary school graduates with primary school teaching certificates. All had attended early childhood education in-service induction courses. These schools were charging staggered fees set by MoE with civil servants and business people paying higher than farmers and other low income earners for their children.

Although the fees charged were comparatively small, some parents in the rural areas were not able to pay them regularly. The revision of the pre-school education policy in 1991 was a result of the growing demand and the need to involve communities in the provision of pre-school education. The policy clearly stipulated community responsibilities in the provision of pre-school education and recognised the potential of education for community development. The policy revision paved the way for partnership and collaboration between MoE, individuals, communities, religious organisations and other interested non-governmental organisations (NGOs) in the delivery of pre-school education. Enrollments at the pre-school education level showed a marked increase over the 1993-1998 period. In 1993 registered pre-schools had enrolled 4,271 children with a GER of 4.9%. By 1998, the enrollment reached 8,265 with a GER of 8.7%. Within the same period, the number of private pre-schools increased from 5 in 1993 to 39 in 1998. Out of the 39 private pre-schools in 1998, 21 were community owned and managed. Table 1 below indicates the number of pre-schools, enrollment and GER trends from 1988 to 1998. Figures 4 (a) and (b) give the graphical presentation of the enrollment and GER trends.

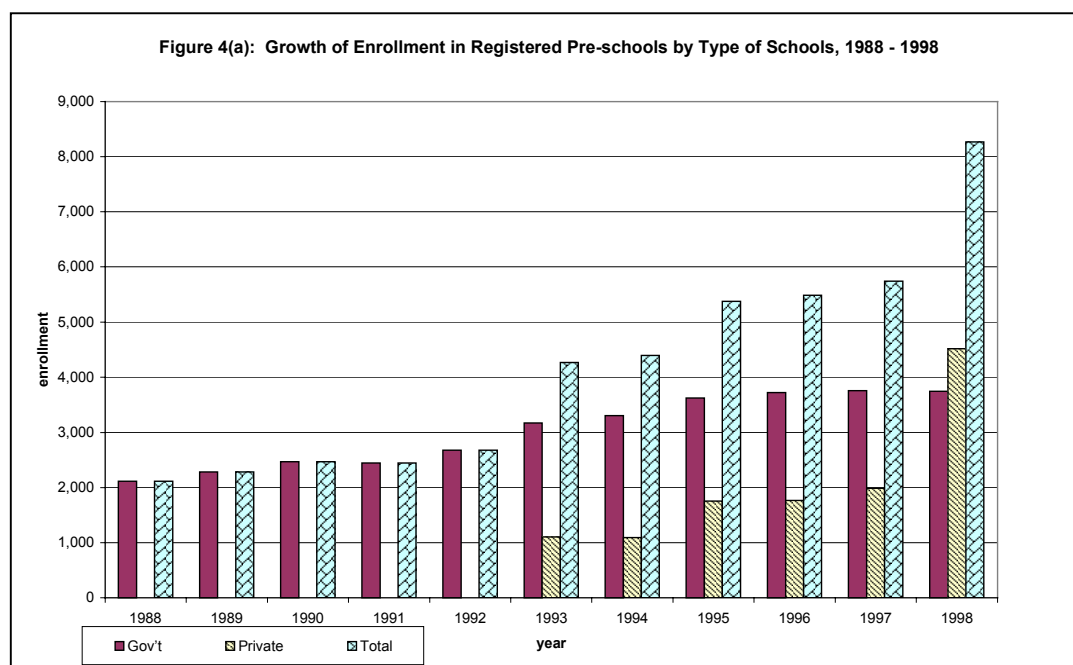
Table 1
NUMBER OF REGISTERED PRE-SCHOOLS, ENROLLMENT AND GER
TRENDS AT THE PRE-SCHOOL LEVEL, 1988-1998

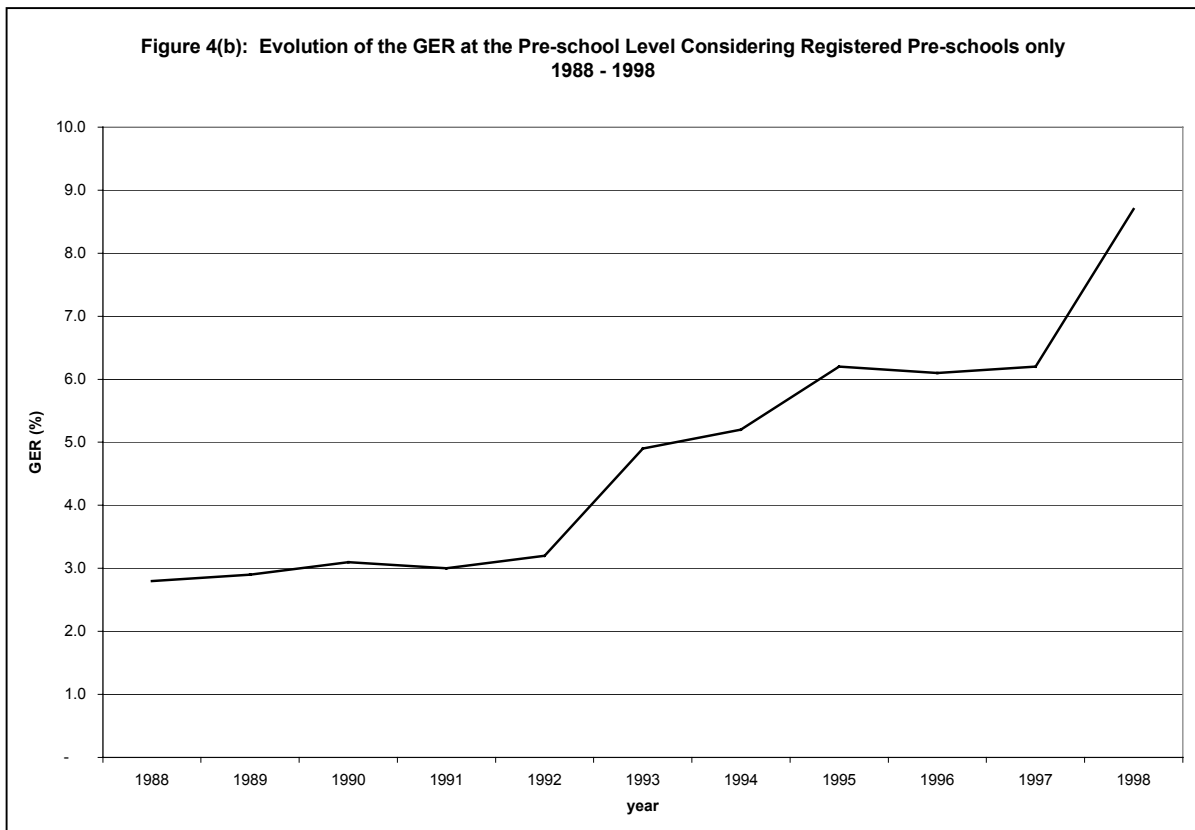
Year	NO. OF PRE-SCHOOLS			ENROLLMENT			4-6 AGE GROUP POPULATION	GER (%)
	Gov't	Private	Total	Gov't	Private	Total		
1988*	12	-	12	2,110	-	2,110	75,319	2.8
1989*	13	-	13	2,285	-	2,285	77,578	2.9
1990*	15	-	15	2,466	-	2,466	79,905	3.1
1991*	15	-	15	2,448	-	2,448	82,302	3.0
1992*	18	4	22	2,680	NA	2,680	84,771	3.2
1993	18	5	23	3,169	1,102	4,271	81,897	4.9
1994	20	5	25	3,301	1,093	4,394	84,354	5.2
1995	20	10	30	3,621	1,754	5,375	86,884	6.2
1996	20	11	31	3,722	1,766	5,488	89,491	6.1
1997	21	22	43	3,759	1,982	5,741	92,176	6.2
1998	21	39	60	3,747	4,518	8,265	94,941	8.7

* Official age range for pre-school education was 3 to 5 years.

NA = Data not available.

N.B, These data disregard unregistered pre-schools and Quranic schools





It is however known as indicated earlier, that there are many unregistered community pre-schools (usually referred to in Kiswahili as *chekecheas*) built over the last five years (and continue to be built in response to Government campaign emanating from the 1991 Education Policy). MoE has not been bothering to collect data from these institutions just because they haven't met the basic requirements for registration that include availability of toilets, water and adequate play grounds. As a result, this aspect of community contribution to access has not been reported in MoE official statistics and documents, something which is much of a discrepancy.

Also ignored in MoE official statistics and documents is the centuries old Quranic School network that is fairly both extensive and intensive. This non-formal system of early childhood education (ECE) delivery that has stood the test of time, caters as a matter of entrenched Islamic tradition, for most of children in the age range of 4-14, both in and out of school. Exclusion of data on these institutions in MoE official statistics and documents amounts to an unfair non-recognition of this well established community and individual contribution to educational access and delivery.

However, MoE has finally come to realize that exclusion of data on unregistered pre-schools and Quranic schools has led to a tradition of

understating the community efforts on ECE delivery. It was in view of breaking away from this misleading tradition that MoE included a pre-school and Quranic school full scale survey as a component of this case study.

(ii) The Pre-school and Quranic school survey

The survey revealed a total of 186 unregistered pre-schools with a total enrollment of 11,280 children (of whom 5,934 girls) (Table 2). It also revealed that there were a total of 1902 Quranic schools in 1998 with a total enrollment of 200,111 children (of whom 108,677 girls) (Table 3). Of these enrolled in Quranic schools, 62,294 children (of whom 33,944 girls) were out of school children (neither pre-school nor primary). These children (most of whom presumably aged 4-7) were therefore receiving their ECE only in Quranic schools, and comprise a significant 31.1% (31.2% for girls) of the total Quranic school enrollment. It is only this section of the Quranic school enrollment that will be included in the calculation of the GER for the pre-school level inclusive of these institutions.

Table 2

UNREGISTERED PRIVATE PRE-SCHOOLS BY DISTRICT, 1998

DISTRICT	NO. OF UNREG. PRIVATE PRE- SCHOOLS	ENROLLMENT		
		Boys	Girls	Total
Urban	60	2,719	3,076	5,795
West	18	602	658	1,260
North "A"	19	335	385	720
North "B"	11	231	260	491
Central	36	645	706	1,351
South	16	222	207	429
Micheweni	0	0	0	0
Wete	7	205	242	447
Chake-Chake	8	190	200	390
Mkoani	11	197	200	397
Total	186	5,346	5,934	11,280

Source: Pre-school and Quranic School Survey, 1998

N.B.: The last four districts are in Pemba island.

Table 3

QURANIC SCHOOLS AND THEIR ENROLLMENT BY DISTRICT, 1998

DISTRICT	NO. OF QURANIC SCHOOLS	CHILDREN ALSO ATTENDING FORMAL PRE-SCHOOLS			CHILDREN ALSO ATTENDING PRIMARY/SECONDARY SCHOOLS			OUT OF SCHOOL CHILDREN			TOTAL		
		Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
Urban	294	2,419	2,943	5,362	12,175	14,973	27,148	4,114	5,022	9,136	18,708	22,938	41,646
West	226	692	806	1,498	7,426	8,612	16,038	3,380	3,651	7,031	11,498	13,069	24,567
North "A"	174	273	326	599	5,222	7,381	12,603	3,782	5,475	9,257	9,277	13,182	22,459
North "B"	120	131	170	301	3,445	4,443	7,888	1,888	2,018	3,906	5,464	6,631	12,095
Central	177	303	347	650	4,094	4,403	8,497	950	1,151	2,101	5,347	5,901	11,248
South	86	171	241	412	2,200	2,601	4,801	148	221	369	2,519	3,063	5,582
Micheweni	199	44	59	103	4,403	4,635	9,038	5,846	6,397	12,243	10,293	11,091	21,384
Wete	217	386	417	803	6,410	7,516	13,926	3,448	4,366	7,814	10,244	12,299	22,543
Chake-Chake	234	1,928	2,035	3,963	5,359	5,785	11,144	2,532	3,004	5,536	9,819	10,824	20,643
Mkoani	175	644	801	1,445	5,359	6,239	11,598	2,262	2,639	4,901	8,265	9,679	17,944
Total	1,902	6,991	8,145	15,136	56,093	66,588	122,681	28,350	33,944	62,294	91,434	108,677	200,111

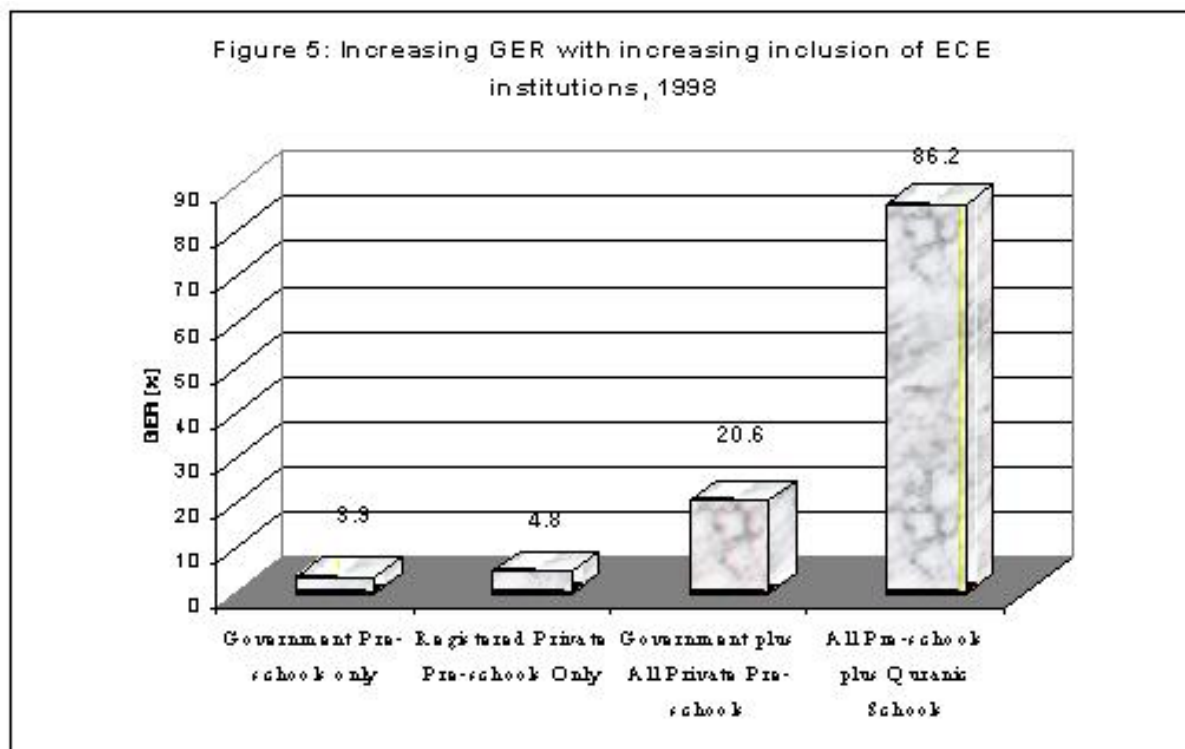
Source: Pre-school and Quranic School Survey, 1998.

N.B.: The last four districts are in Pemba Island.

On the whole, when all pre-school or ECE institutions (including Quranic schools) are taken into account, their total number adds up to 2148 with a total enrollment of 81,839 children (of whom 44,133 girls) accounting for a GER of 86.2%. More details aimed at indicating the magnitude of the impact of community participation in ECE delivery are given in Table 4 and figure 5 below.

Table 4: EDUCATIONAL COVERAGE AT THE PRE-SCHOOL LEVEL, 1998

No.	Section	4-6 Age-Group Population	Enrollment	G.E.R.	Remark
1.	Government Pre-schools only	94,941	3,747	3.9%	
2.	Registered Private Pre-schools Only	94,941	4,518	4.8%	
3.	Unregistered Private Pre-schools Only	94,941	11,280	11.9%	Mostly owned and run by communities
4.	Registered + Unregistered Private Pre-schools	94,941	15,798	16.6 %	
5.	Government plus All Private Pre-schools	94,941	19,545	20.6%	Private pre-schools started to operate only about 5 years ago. The difference between the GER of 3.9% for Government pre-schools and 20.6% for all pre-schools is thus a measure of the impact of community participation over such a short time.
6.	Quranic Schools	94,941	62,294	65.6%	These are non-formal institutions run by religious teachers (<i>maalims</i>).
7.	All Pre-schools plus Quranic Schools	94,941	81,839	86.2%	The difference between 20.6% and 86.2% is a measure of the contribution of the non-formal sector in the provision of ECE that has hit-herto been unreported



(iii) Disparities

A more detailed analysis of the data on the number of ECE institutions, enrollment and GER reveals the existence of significant gender and regional disparities at the pre-school education level. Table 5(a) gives the distribution of all the four categories of ECE institutions and their total enrollments and corresponding GERs by district for 1998. Tables 5(b) and(c) give the same for boys only and girls only respectively.

Table 5(a)
ENROLLMENT AND GER AT ECE LEVEL BY DISTRICT, 1998; BOYS + GIRLS

District	NO. OF EARLY CHILD-HOOD INSTITUTIONS				4-6 AGE-GR. POP	ENROLLMENT						GER (%)			
	Govt Pre-Sch.	Reg. Priv. Pre-Sch.	Unreg. Priv. Pre-Sch.	Quranic Schools		Total	Govt Pre-Sch.	Reg. Priv. Pre-Sch.	Unreg. Priv. Pre-Sch.	*Quranic Sch.	Total	Gov't Pre-Sch.	Reg. Priv. Pre-Sch.	Unreg. Priv. Pre-Sch.	Quranic Pre-Sch.
Urban	4	14	60	294	372	1,618	2,882	5,795	9,136	19,431	7.2	12.9	25.9	40.8	86.7
West	2	8	18	226	254	282	662	1,260	7,031	9,235	4.1	9.9	18.4	102.9	135.1
North "A"	2	0	19	174	195	298	0	720	9,257	10,275	3.4	0.0	8.2	104.8	116.4
North "B"	1	0	11	120	132	93	0	491	3,906	4,490	1.6	0.0	8.5	67.4	77.5
Central	2	2	36	177	217	275	51	1,351	2,101	3,778	3.9	0.7	19.2	29.9	53.8
South	2	3	16	86	107	232	88	429	369	1,118	5.7	2.3	10.5	9.0	27.4
Micheweni	2	1	0	199	202	97	52	0	12,243	12,392	1.1	0.6	0.0	140.2	141.9
Wete	2	4	7	217	230	278	286	447	7,814	8,825	2.3	2.4	3.7	65.3	73.8
Chake-Chake	2	6	8	234	250	299	358	390	5,536	6,583	3.2	3.8	4.1	59.0	70.0
Mkoani	2	1	11	175	189	275	139	397	4,901	5,712	2.8	1.4	4.0	49.6	57.9
Total	21	39	186	1902	2148	3,747	4,518	11,280	62,294	81,839	3.9	4.8	11.9	65.6	86.2

* Quranic schools enroll both in-school and out-of-school children. For the purpose of this analysis, only the out-of-school children are included in this column.

N.B.: The last four districts are in Pemba Island.

Table 5(b)
ENROLLMENT AND GER AT THE ECE LEVEL BY DISTRICT, 1998: BOYS ONLY

District	NO. OF EARLY CHILD-HOOD INSTITUTIONS				4-6 AGE-GR. POP	ENROLLMENT				GER (%)					
	Govt Pre-Sch.	Reg. Priv. Pre-Sch.	Unreg. Priv. Pre-Sch.	Quranic Schools		Total	Govt Pre-Sch.	Reg. Priv. Pre-Sch.	Unreg. Priv. Pre-Sch.	*Quranic Sch.	Total	Gov't Pre-Sch.	Reg. Priv. Pre-Sch.	Unreg. Priv. Pre-Sch.	Qurani c Pre-Sch.
Urban	4	14	60	294	10,777	747	1,411	2,719	4,114	8,991	6.9	13.1	25.2	38.2	83.4
West	2	8	18	226	3,445	133	334	602	3,380	4,449	3.9	9.7	17.5	98.1	129.1
North "A"	2	0	19	174	4,309	153	0	335	3,782	4,270	3.6	0.0	7.8	87.8	99.1
North "B"	1	0	11	120	3,000	42	0	231	1,888	2,161	1.4	0.0	7.7	62.9	72.0
Central	2	2	36	177	3,689	131	27	645	950	1,753	3.6	0.7	17.5	25.8	47.5
South	2	3	16	86	2,045	111	35	222	148	516	5.4	1.7	10.9	7.2	25.7
Micheweni	2	1	0	199	4,455	42	23	0	5,846	5,911	0.9	0.5	0.0	131.2	132.7
Wete	2	4	7	217	6,221	134	122	205	3,448	3,909	2.2	2.0	3.3	55.4	62.8
Chake-Chake	2	6	8	234	4,700	160	178	190	2,532	3,060	3.4	3.8	4.0	53.9	65.1
Mkoani	2	1	11	175	4,986	144	83	197	2,262	2,686	2.9	1.7	4.0	45.4	53.9
Total	21	39	186	1902	47,627	1,797	2,213	5,346	28,350	37,706	3.8	4.6	11.2	59.5	79.2

* Quranic schools enroll both in-school and out-of-school children. For the purpose of this analysis, only the out-of-school children are included in this column.

N.B: The last four districts are in Pemba Island.

Table 5(c)
ENROLLMENT AND GER AT THE ECE LEVEL BY DISTRICT, 1998: GIRLS ONLY

District	NO. OF EARLY CHILD-HOOD INSTITUTIONS				4-6 AGE-GR. POP	ENROLLMENT				GER (%)					
	Govt Pre-Sch.	Reg. Priv. Pre-Sch.	Unreg. Priv. Pre-Sch.	Quranic Schools		Total	Gov't Pre-Sch.	Reg. Priv. Pre-Sch.	Unreg. Priv. Pre-Sch.	*Quranic Sch.	Total	Gov't Pre-Sch.	Reg. Priv. Pre-Sch.	Unreg. Priv. Pre-Sch.	Quranic Sch.
Urban	4	14	60	294	11,629	871	1,471	3,076	5,022	10,440	7.5	12.6	26.5	43.2	89.9
West	2	8	18	226	3,391	149	328	658	3,651	4,786	4.4	9.7	19.4	107.7	141.1
North "A"	2	0	19	174	4,521	145	0	385	5,475	6,005	3.2	0.0	8.5	121.1	132.8
North "B"	1	0	11	120	2,791	51	0	260	2,018	2,329	1.8	0.0	9.3	72.3	83.4
Central	2	2	36	177	3,337	144	24	706	1,151	2,025	4.3	0.7	21.1	34.5	60.7
South	2	3	16	86	2,037	121	53	207	221	602	5.9	2.6	10.2	10.8	29.6
Micheweni	2	1	0	199	4,280	55	29	0	6,397	6,481	1.3	0.7	0.0	149.5	151.4
Wete	2	4	7	217	5,742	144	164	242	4,366	4,916	2.5	2.9	4.2	76.0	85.6
Chake-Chake	2	6	8	234	4,699	139	180	200	3,004	3,523	3.0	3.8	4.3	63.9	75.0
Mkoani	2	1	11	175	4,887	131	56	200	2,639	3,026	2.7	1.1	4.1	54.0	61.9
Total	21	39	186	1902	47,314	1,950	2,305	5,934	33,944	44,133	4.1	4.9	12.5	71.7	93.3

* Quranic Schools enroll both in-school and out-of-school children. For the purpose of this analysis, only the out-of-school children are included in this column.

N.B.: The last four districts are in Pemba Island.

Regarding gender disparities, it is vivid from all the three tables (Tables 5a - c) that there were significantly more girls than boys in the ECE system and that they also exhibited a significantly better coverage. Whereas the overall GER at the pre-school level was 86.2% when Quranic schools are included (Table 5a), the GER for girls reached 93.3% (Table 5c) while that for boys was a mere 79.2% (Table 5b). The same pattern appears in practically all the categories of institutions, only that the gender disparities are most marked in Quranic schools and least so in government pre-schools. It encouragingly seems that parents in Zanzibar are more keen to send their girl children to ECE institutions than they probably are with respect to their boy children.

About regional disparities, Tables 5a - c indicate that save for Quranic schools, the Micheweni district was the most deprived in the distribution of ECE institutions. The district had only one registered private pre-school and didn't have any unregistered private pre-school, indicating lack of both private sector interest and community awareness in formal pre-school education.

GERs however, provide a better indicator of disparity than the number of institutions. In this regard, the Micheweni district, with an overall GER of 141.9% (Table 5a) came out as the most favoured. Most deprived was the South district with a GER of a mere 27.4%. 98.8% (12,243 out of 12,392) of children enrolled in ECE institutions in the Micheweni district were in Quranic schools. This is not surprising in view of the strength of religious commitment prevailing in the district. It seems that the extent of religious commitment prevailing in Micheweni is detrimental to formal secular education not only at the ECE level, but also at the primary and subsequent levels as will be proven later by very low GERs for the district at those levels. But on the other hand, it is astonishing to see that in the South district, children in Quranic schools make only 33.0% of the total enrollment in ECE institutions. This low proportion is admittedly of a magnitude that defies a convincing explanation. A further study that would clear the doubts is called for in this district.

(b) Compulsory basic education

Compulsory basic education is provided for ten years, comprising seven years of primary and three years of junior secondary education. The corresponding age group is that of 7 - 16 year olds (7 - 13 year olds for primary education and 14 - 16 year olds for junior secondary education). This system was introduced in 1993 in the implementation of a requirement of the 1991 Education Policy. Before the reform, compulsory basic education was eleven years of which eight primary and three junior secondary. The

enrollment figure for the year 1998 shows that GER at the primary level has reached 83.5% for males, 80.8% for females and 82.2% overall. The corresponding GER figures at the basic education level (Std. I - Form 2) are 74.8% for males, 71.6% for females and 73.2% overall.

(i) Primary and basic education growth trends

Looking at the primary and basic education GERs for the 1988-1992 period, one discerns fluctuations ranging between 62.2% and 65.0% at the primary level and between 57.3% and 57.9% at the basic education level, both indicating stagnation (Tables 6 and 7). However, the GER figures for the 1993-1998 period (i.e. after the reforms of the education system triggered off by the 1991 Education Policy), indicate rapid growth. While the GER at the primary level was 69.3% in 1993, it reached 82.2% in 1998. A similar rapid growth was experienced at the basic education level where the GER rose from 63.2% in 1993 to 71.4% in 1998. Tables 6 and 7 give more detailed analyses of the enrollment trends. The increase in GER can be attributed to several factors such as the social demand for education, community participation in the construction of classrooms, the re-introduction of private schools in 1993, availability of donor funds to support basic education and the general improvement of the school physical environment. However, the distortion introduced by the redefinition of the school-age population cannot be ignored. This is particularly so at the primary level where GER leap-frogged from 69.3% in 1993 to 80.5% in 1994 in consonance with the redefinition of the primary school official age range from 6-13 to 7-13 following the one year reduction of the primary cycle from 8 to 7 years. (Table 6 and Figure 6).

Table 6

**ENROLLMENT AND GER TRENDS AT THE PRIMARY
EDUCATION LEVEL 1988 - 1998**

Year	7-13 Age-Group Population	Primary Enrollment			GER (%)
		Gov't	Private	Total	
1988*	147,006	91,398	-	91,398	62.2
1989*	149,971	93,876	-	93,876	62.6
1990*	154,414	101,845	-	101,845	65.7
1991*	159,406	102,957	-	102,957	64.7
1992*	163,817	106,443	-	106,443	65.0
1993	143,922	114,710	239	114,949	69.3
1994	148,239	118,986	288	119,274	80.5
1995	152,686	122,571	380	122,951	80.5
1996	157,267	127,064	637	127,701	81.2
1997	161,985	130,833	760	131,593	81.2
1998	166,843	134,695	2,403	137,098	82.2

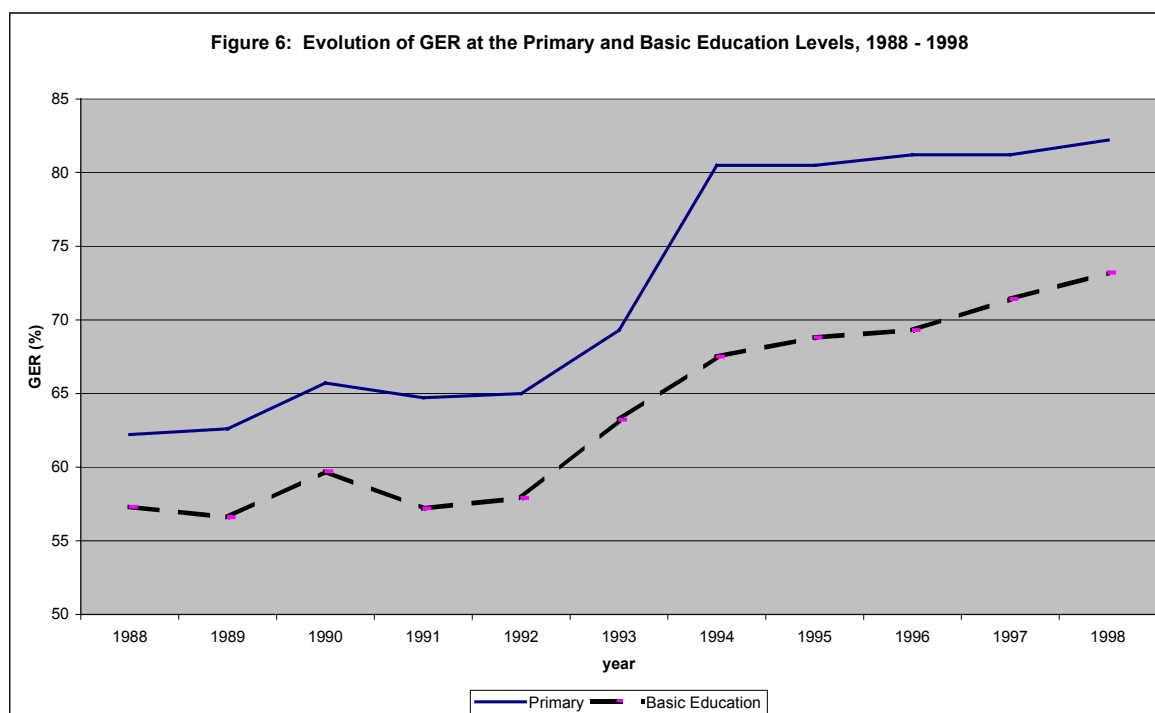
* Official age range for primary education was 6-13 years.

N.B.: Private schools were not allowed before 1993.

**TABLE 7:
ENROLLMENT AND GER TRENDS AT THE
BASIC EDUCATION LEVEL, 1988-1998**

Year	7-16 Age-Group Population	Basic Education Enrollment			GER (%)
		Gov't	Private	Total	
1988*	185,646	106,423	-	106,423	57.3
1989*	190,658	107,879	-	107,879	56.6
1990*	195,806	116,725	-	116,725	59.7
1991*	209,060	119,611	-	119,611	57.2
1992*	215,331	124,670	-	124,670	57.9
1993	196,982	129,011	682	129,693	63.2
1994	202,891	136,272	1034	137,306	67.5
1995	208,978	142,965	826	143,791	68.8
1996	215,247	148,069	1098	149,167	69.3
1997	221,704	157,159	1218	158,377	71.4
1998	228,354	164,133	2989	167,122	73.2

- Official age range for basic education was 6-16 years.
- N.B.: Private Schools were not allowed before 1993

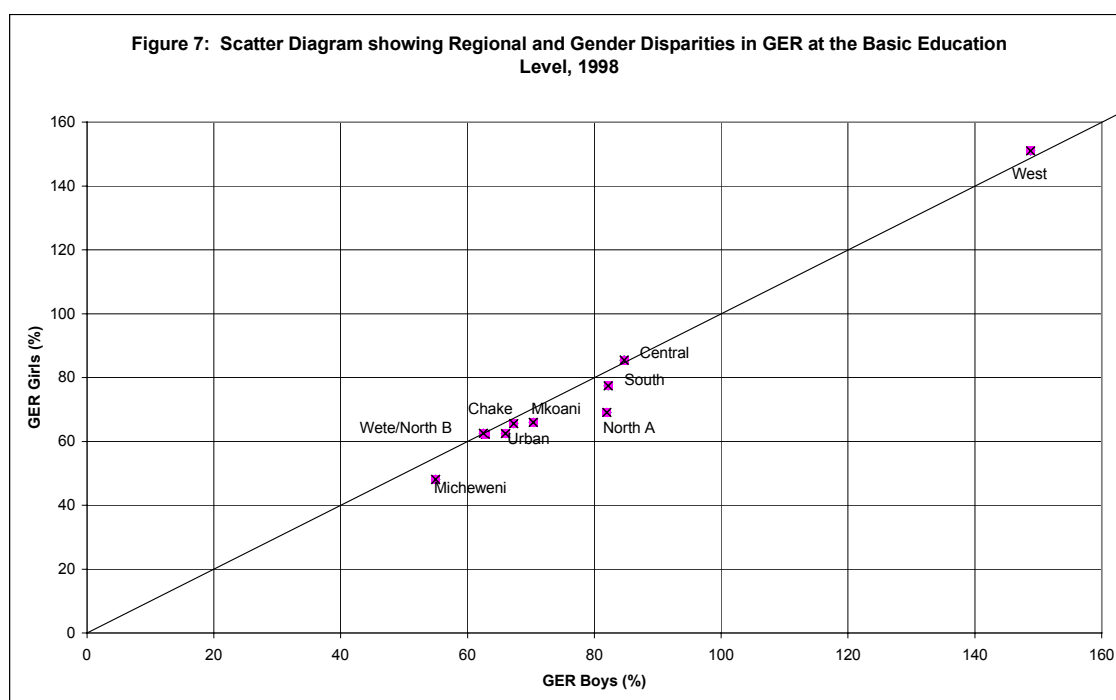


(ii) Disparities

A further examination of the 1998 GER figures reveals the existence of disparities in enrollment between the various districts of Zanzibar. For example the overall GER varied from 51.7% in the Micheweni district to 149.9% in the West district, the national average being 73.2%. The GER for girls varied from 48.1% in Micheweni district to 151.0% in West district. Out of the ten districts of Zanzibar, six were below the national average. Thus, while GER at the national level indicate minor enrollment disparities with respect to gender, wider gaps are noticed in some districts. Table 8 and Figure 7 below give a more detailed indication of regional and gender disparities in access.

Table 8 : GER AT THE BASIC EDUCATION LEVEL BY SEX AND DISTRICT, 1998

District	7-16 Age-Group Population			Basic Education Enrollment			GER (%)		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Average
Urban	26,839	29,123	55,962	17,716	18,203	35,919	66.0	62.5	64.2
West	8,667	8,755	17,422	12,896	13,220	26,116	148.8	151.0	149.9
North 'A'	9,965	10,538	20,503	8,170	7,277	15,447	82.0	69.1	75.3
North 'B'	6,949	6,607	13,556	4,365	4,116	8,481	62.8	62.3	62.5
Central	8,829	8,096	16,925	7,482	6,918	14,400	84.7	85.5	85.1
South	4,886	4,844	9,730	4,017	3,749	7,766	82.2	77.4	79.8
Micheweni	10,319	9,708	20,027	5,679	4,673	10,352	55.0	48.1	51.7
Wete	14,740	13,519	28,259	9,209	8,464	17,673	62.5	62.6	62.5
Chake-Chake	11,269	11,049	22,318	7,584	7,249	14,833	67.3	65.6	66.5
Mkoani	11,887	11,765	23,652	8,365	7,770	16,135	70.4	66.0	68.2
Total/Average	114,350	114,004	228,354	85,83	81,639	167,122	74.8	71.6	73.2



(c) Secondary education

There are three cycles of secondary education in Zanzibar. The first cycle (junior secondary) which covers the Orientation year, Form 1 and Form 2 (14 - 16 year olds) is part of compulsory basic education. The second cycle (senior secondary) covers Forms 3 and 4 (17 - 18 year olds) and comprises students who are selected after the national Form 2 examination. Forms 1-4 comprise what is commonly called Ordinary Level (or "O"-Level) Secondary. The third cycle, usually referred to as the Advanced Level (or "A"-Level)

Secondary, covers Forms 5 and 6 (19 - 20 year olds) and comprises students who are selected after the National Form 4 Examination.

The GER at the compulsory secondary education level (OSC - Form 2) for the year 1998 was 50.8% for males, 46.8% for females and 48.8% overall. Compared with 1988 figures, where the overall GER (for Forms 1-3) was only 38.9%, it is clear that some progress has been achieved. However, when bearing in mind that the first cycle secondary education is supposed to be compulsory, the GER is very low. Table 9 below shows the enrollment and GER status for 1998.

Table 9 : GER AT THE FIRST CYCLE SECONDARY LEVEL BY SEX AND DISTRICT, 1998

District	14-16 Age-Group Population			First Cycle Second Enrollment			GER (%)		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Average
Urban	7,894	8,678	16,572	4,480	4,118	8,598	56.8	47.5	51.9
West	2,583	2,777	5,360	2,458	2,569	5,027	95.2	92.5	93.8
North 'A'	2,422	2,629	5,050	1,028	979	2,007	42.4	37.2	39.7
North 'B'	1,685	1,708	3,393	663	663	1,326	39.4	38.8	39.1
Central	2,389	2,270	4,659	1,150	1,070	2,220	48.1	47.1	47.7
South	1,326	1,304	2,630	785	698	1,483	59.2	53.5	56.4
Micheweni	2,476	2,173	4,649	753	451	1,204	30.4	20.8	25.9
Wete	3,822	3,444	7,267	1,671	1,388	3,059	43.7	40.3	42.1
Chake-Chake	2,965	2,756	5,721	1,258	1,214	2,472	42.4	44.1	43.0
Mkoani	3,078	3,133	6,210	1,334	1,294	2,628	43.3	41.3	42.3
<i>Total/Average</i>	<i>30,639</i>	<i>30,872</i>	<i>61,511</i>	<i>15,580</i>	<i>14,444</i>	<i>30,024</i>	<i>50.9</i>	<i>46.8</i>	<i>48.8</i>

Further examination of the GER at the first cycle secondary level also reveals wider disparities between districts and between males and females. For instance, while the overall GER varied from 25.9% in Micheweni district to 93.8% in West district, the corresponding figures for females varied from 20.8% in Micheweni district to 92.5% in West district as can be seen in Table 9 above.

At the non-compulsory secondary level, the GER for second cycle secondary (Forms 3 and 4) was 12.7% overall. The proportion of girls attending second cycle secondary schools was 44% while that of those attending advanced level secondary education was 28%. Generally, the proportion of girls attending schools decreases as one climbs up the educational ladder.

(d) Tertiary education

There are various institutions which provide post-secondary education. These include the Nkrumah Teachers College, the Institute of Kiswahili and Foreign Languages and the Muslim Academy under MoE; the College of Health Sciences under the Ministry of Health, the College of Agriculture under the Ministry of Agriculture, and the College of Hotel and Tourism Management under the Ministry of Information, Culture, Tourism and Youth. There are also various private institutions which offer courses in areas of computing and information technology. Several students also study at various tertiary institutions in Mainland Tanzania and abroad.

(e) Higher education

Traditionally, Zanzibari students received higher education in Tanzania Mainland and abroad. However, Government efforts to have institutions of higher learning in Zanzibar started to bear fruits when two private higher education institutions started to operate during the 1997/98 academic year. These institutions are the Zanzibar University financed by the *Dar - Al - Imaan* Charitable Association and the Chukwani College of Education financed by the Africa Muslims Agency. The Zanzibar University started with a business school with an annual enrollment of about 50 students, while the Chukwani College of Education has enrolled about 40 students in Arabic and Islamic studies.

(f) Adult education

Adult Education is provided in the form of literacy programmes, post literacy programmes and continuing education. There are no recent statistics on adult literacy in Zanzibar although the official figure remains at 61.5%. A national literacy census conducted in 1986 indicated that there were 126,022 illiterates and the illiteracy rate was about 38.5%.

The census also showed that the illiteracy rate was higher among women (58.1%) when compared to men (41.9%) and varied substantially between districts. The lowest illiteracy rates were observed in Urban and Central districts. A recent study by Kweka *et al.* (1994) indicated that the illiteracy rate may have increased to a much higher figure than the 1986 illiteracy rate of 38.5%. By 1998, there were 351 literacy classes with a total enrollment of 5083 adults, out of whom 3356 (or 66%) women.

Post literacy programmes are provided in the form of vocational training in the fields of domestic science, home economics, agriculture, typing, carpentry,

black-smithry and poultry keeping. By 1998 there were 62 post-literacy centres with a total enrollment of 1103 adults.

Continuing education is provided to adults and basic or secondary education graduates who do not get an opportunity for further education. It is also provided to adults who want to take professional courses in areas related to accountancy and law. By 1998 there were 2475 adults enrolled in continuing education classes out of whom 1342 (or 54.2%) women.

(g) **Children with special needs**

(i) ***Girls***

While enrollment figures at the national level indicate insignificant disparities at the primary level, substantial differences are observed as one climbs up the educational ladder. For example, out of 137,098 children enrolled at the primary level in 1998, 67,195 children (or 49%) were girls. The proportions of girls at the basic education, ordinary and advanced secondary education levels for 1998 were 48.8%, 47.5% and 28% respectively.

(ii) ***Children with disabilities***

Only limited facilities are available for children with disabilities (i.e. the physically disabled, the blind, the deaf and the mentally retarded). A recent survey carried out by the Zanzibar Association of the Disabled in collaboration with MoE in South and Mkoani districts revealed the existence of 1300 school age children with different types of disabilities in the two districts alone. If the situation is generalized for all the ten districts of Zanzibar, then the number of children with disabilities who are not attending school is very big, particularly when bearing in mind that in 1998 there were only 81 children with disabilities receiving formal education.

(iii) ***Children in low awareness areas***

As already indicated, disparities in enrollments exist amongst various districts. The most peculiar one is the Micheweni district where the overall GER at the basic education level was only 51.7% in 1998. But even in districts where there are relatively higher GERs, there are villages with very low enrollments. These include Uzi, Michamvi, Charawe and Ukongoroni in Central district; Kijini, Matemwe and Kidoti in North "A" district; Kiwengwa and Kiongwe in North "B" district; Makangale, Micheweni and Kiuyu/ Maziwa ng'ombe in Micheweni district; Kojani, Fundo and Ukunjwi in Wete district; Weshu, Kilindi, Pujini and Vitongoji in Chake Chake district, Mwambe - Shamiani, Mtangani, Wambaa and Makoongwe in Mkoani district. Low enrollment in

these villages is generally due to the low awareness of the parents on the importance of education.

2. Review of Research on Initial Access

Specific research studies on access issues are very limited. However several general educational studies have in one way or another touched on such issues. Mzee A. Y., (1994) found out that the admission rates at Std. I were generally low. For example, the Gross Admission Rates and Net Admission Rates for the years 1991 were 78.7% and 16.6% respectively. Recent admission data still indicate similar patterns. Out of 27,968 children who were registered for entry to Std. I in 1994, only 15,842 or 57% were actually admitted. In 1995, out of 21,733 children who were registered for entry into Std. I only 13,858 (or 64%) were admitted (Little, *et. al.* 1995). For 1998, MoE has reported that out of 30,508 children who were registered for entry into Std. I, only 18,837 (61.7%) were admitted (Ministry of Education, 1998). The major reason for the low admission rate of children in Std. I is lack of classrooms (Mzee, A. Y., 1994; Little, *et. al.* 1995, and Muhammed *et. al.*, 1996). Other factors that have affected initial access to education were found to be: long walking distances from home to school, parents' use of their children in raising family incomes (opportunity costs), failure of parents to appreciate the importance of education, and poverty (Mzee, A. Y. 1994).

3. Access Issues

The main access issues confronting the Zanzibar education system include: -

- (a) **Availability of places:** As already indicated, many children are not enrolled in school because of the acute shortage of classrooms, despite the double shift system that has been operational since the late seventies.
- (b) **Educational awareness of parents:** While scarcity of places is a major problem in many areas, there are areas where this is not an issue but enrollments are still generally low because of the low awareness of parents on the importance of education. These areas are those which were indicated earlier as the low awareness areas. The earlier cited special case of the Micheweni district where parents seem to strongly prefer to send their children to Quranic schools rather than formal secular schools is worth rementioning here.

- (c) **Lack of facilities for children with special needs:** In addition to shortage of classrooms and low awareness of parents which also affect the enrollment of children with special needs, lack of special facilities such as specialized teachers, and teaching aids limit access to many children with special needs.
- (d) **Cost and financing:** The provision of free education to all eligible children is still the prevailing government policy. However, parents have traditionally been purchasing various educational items such as school uniforms, pens, pencils, rulers and to some extent exercise books. A study carried out by Mzee, O. Y. (1994) showed that the parent's contribution in the cost of educating a child in a public school was about 7%. the remaining 93% is thus financed by the state.

During the past five years, the Government has been allocating between 2.6% and 4.0% of the GDP and between 12.5% and 13.7% of its budget to education. Over 90% of the education budget is spent on salaries and other allowances for teachers. Therefore very little money is available for non-salary items including those that have impact on access such as construction of new classrooms, rehabilitation of school buildings, conducting awareness seminars to parents in low awareness areas, purchasing teaching gear for children with special education needs and provision of boarding facilities for the needy. Hence access to education is highly compromised because of dwindling education budgets.

Some of the measures taken to reduce the unit cost of education include the introduction of the double shift system, increasing the bench-mark class size from 45 to 50 children, mobilizing communities to construct new and expand existing schools on self-help basis, and asking parents to contribute cash or in kind to the education of their children through introduction of cost - sharing policies based on the principle of parents' ability and willingness to pay.

4. Solutions, Policies and Approaches

In order to increase access to education at all levels; several measures have been taken or encouraged by the Government. These measures include encouraging private individual and community initiatives, revisiting some of the educational policies, introducing new policies and establishing some pilot projects. Some of the measures are discussed below:-

(a) **Community participation**

- (i) **Own schools:** The Government is encouraging NGOs, community-based organizations (CBOs) and individuals to establish and run educational institutions. A remarkable achievement has been recorded with respect to ECE. The institutions at the ECE level include pre-schools, nursery/day care centres and Quranic schools. As detailed earlier, the pre-school (and Quranic school) survey showed that when enrollment in unregistered pre-schools and Quranic schools were taken into account, the 1998 GER at the ECE level increased from a mere 8.7% to 86.2 %. The major challenge lying ahead is to improve the ECE in unregistered nursery school/day care centres and Quranic schools by improving the physical facilities and the curriculum to acceptable standards. To this end, ZEMAP has provisions aimed at helping the process of physical improvement and also the introduction of aspects of literacy and numeracy in the Quranic schools so as to take the advantage of their spread in further improving coverage of early childhood secular education.
- (ii) **Cost-sharing in government primary and secondary schools:** According to research findings (Mzee, O. Y, 1994), the proportion of the parent contribution to the cost of educating a child at the basic education level is about 7% which is quite minimal. The Government covers the rest. The Government resolved to increase the parents' contribution to the education of their children by introducing cost -sharing policies through voluntary contributions, and based on the principle of ability and willingness to pay. In implementing the policies, the Government has fully authorized school committees to solicit and manage those contributions. It is the school committees in collaboration with the parents themselves which decide on the amounts to be voluntarily contributed by parents and decide how the money should be spent. Through the voluntary contributions, many school committees have managed to construct new classrooms and rehabilitate old ones, thus increasing access to education.

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- (iii) **Extra tuition in government schools:** The Government has officially allowed government schools to charge a small fee for extra tuition provided by teachers after the official working hours in situations where parents are willing to do so. Though controversial, the measure offers a rare opportunity for parents to voluntarily contribute to teachers' remuneration and therefore increasing the motivation of teachers and decreasing their propensity to look for another job. This measure has a positive impact on access, as the number of teachers to be recruited to cope with the ever-increasing enrollment becomes fairly stable.
- (iv) **Self-help schemes in government schools:** The Government has introduced a policy to complete any project initiated by communities on self-help basis. The projects initiated by communities are normally completed through Government's own funds or in collaboration with donors. In school building projects, the Government normally takes over the projects from the communities for finishing after they have erected the structures at least up to the roofing stage. Because of this policy, many employees in towns have organized themselves into community development committees (a kind of CBOs) for their villages whose main task is to raise funds and mobilize communities to initiate development projects (including education projects) in their respective villages of domicile. Under the self-help schemes, 70 classrooms were completed and more than 300 were in different stages of construction in 1997/98. The first year implementation report of ZEMAP revealed that in 1996/97, community contributions accounted for 23.5% of the development expenditure of education. The Government's and donors' contributions accounted for 6.0% and 70.5% respectively.
- (b) **Private schools:** The re-introduction of private schools in 1993 has relieved some burden in government schools and has contributed up to about 1.4% in the improvement of access in 1998 at the primary level and about 82.3% at the pre-school level as already indicated.
- (c) **Deliberate recruitment of female teachers to low awareness areas.** Many schools in low awareness areas had no or very few female teachers. Some parents in those areas were not willing to send their

girl children to schools that lacked female teachers. MoE made a deliberate move to recruit female teachers so that each school has at least one. These teachers also serve as role models to the girls. Although no research has been conducted to assess the impact of female teachers on access, encouraging results have been recorded in some low awareness areas.

(d) **A 50% - 50% admission policy at Std. I**

In situations where there were shortages of classrooms, the age of a child was used as a criterion for admitting him/her into school. In many cases, this criterion seemed to favour boys and many girls were left out of school. Because of other factors limiting girls' participation in schooling (age of puberty, early marriages), MoE directed all public schools in 1994 to ensure that at least 50% of the newly admitted children were girls. This directive that is still in force has resulted in some schools admitting girls of relatively lower age than boys, thus increasing the participation of girls in schooling.

(e) **Isolated initiatives**

There are several initiatives/pilot projects aimed at increasing access. The most notable ones are discussed below:-

(i) ***The Pre-primary madrasa initiative***

This was a pilot project initiated by the Aga Khan Foundation (AKF). The project aimed at improving the delivery of religious education in the traditional Quranic schools (*madrasas*) through improved physical facilities and teaching methodologies. At the same time the project sought to introduce some elements of secular education so as to prepare the children for primary education. Some of these *madrasas* have already progressed beyond the pre-primary level and have started to provide secular education for the lower grades of primary education. This project is aimed at taking advantage of the Quranic school network in the delivery of secular education.

The earlier detailed rapid expansion of ECE and the growing demands for pre-schools have been facilitated by a number of reasons, not least the following:-

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- (a) The revision of the pre-school education policy in 1991 promoted community awareness in the importance of ECE.
 - (b) Pre-schools are being used for screening admission into primary schools where available places at Std. I are inadequate to cater for all eligible school-age children. Hence many parents send their children to pre-schools as an assurance for a Std. I place.
 - (c) Due to the changing economic and social environment, an increasing number of women are working outside their homes while at the same time older children are no longer available for taking care of their siblings as they are in school. Hence parents use pre-schools as temporary custody for their young children so that they can be free of the responsibility for at least the part of the day.
 - (d) Parents' participation in community owned pre-schools has improved their knowledge and understanding of schooling and hence has promoted their interest in pre-schools.
 - (e) An increasing number of parents have come to realise that pre-school education can increase their children's' chances for success in primary schools due to early socialisation and adjustment to the school environment.

The pre-school education sub-sector exhibits more diversity in administration and funding than the other education sub-sectors, because local voluntary bodies (notably CBOs) play a major role in establishing pre-schools. In 1989, the AKF in collaboration with MoE initiated the pre-primary *madrasa* schools programme. These community owned pre-schools follow an integrated Islamic and secular education so as to enable Muslim children to develop in both ways at the same time. Up to 1998, there were 21 community owned pre-primary *madrasa* schools that receive support from the *Madrasat* Resource Centre (MRC). These *madrasa* pre-schools make 54% of all the 39 registered private pre-schools (Tables 1 and 5). The number of *madrasa* pre-schools will be increased to 75 by the year 2000. This is due to increasing demand from the communities. The communities before establishing a school, form a school committee that is entrusted with the duties of doing the groundwork of starting the pre-school. The school committee is composed of a chairperson, the head-teacher as secretary and about 7 to 9 elected members from the village; at least two of them being women. The parents

provide the land, build the structures and employ the local teachers. In some cases parents assist in the development of learning materials and ensure the maintenance of the premises. The local *madrasa* pre-school committee undertakes many functions concerned with day to day management. They also control funds raised by parents who commit themselves to pay fees which cover the honorarium of the *madrasa* pre-school teachers. These *madrasa* teachers are carefully selected among young girls with lower secondary education who have shown devotion to the programme, religion, community and children. The AKF, through the MRC supplements the community efforts by providing training of the pre-school teachers, developing curriculum, providing support materials, supervision and creating awareness of the needs of the child. The MRC also provides long-term support to the community *madrasa* pre-schools through the establishment of endowment funds, which are contributed to by both the communities and the MRC which provides matching grants.

The in-service training provided by the MRC is a continuous process. The teachers receive a one month orientation training while the school committee members attend two day management training at the MRC. The teacher training continues for a period of two years. In the first year, training is provided once a week for 6 hours. The teachers receive a theory input on child development and psychology. They also learn materials development and improvisation of instructional aids from locally available materials. During the second year, training is being offered once a month. Apart from training, regular support is provided in the classrooms during supervisors' visits. By 1998, about 200 teachers had completed training.

Although many communities in Zanzibar have shown interest in establishing community based *madrasa* pre-schools, some parents are not keen to spare some of their time to look after the development of their children. Communities also need to be more empowered to take decisions and appropriate actions to solve problems facing their pre-schools rather than waiting for donor support and decisions. Another major limitation of the community pre-schools, is the quality of its buildings; the floors and walls are in need of repairs, and water and sanitary facilities are inadequate while the class sizes are too big for effective classroom management. This limitation is usually the major hindrance in getting the pre-schools qualified for registration which is a pre-requisite for AKF funding.

Apart from the AKF, other donors involved in ECE in Zanzibar include UNICEF and the Bernard Van Leer Foundation. UNICEF has provided support on the improvement of the curriculum while the Bernard Van Leer Foundation has provided training of the core trainers for ECE. Although MoE and the donors have contributed greatly towards the improvement of the quality of pre-schools, a lot more remains to be done in the following areas:-

- (a) Sustaining community demand and interest in taking responsibility for establishing pre-schools;
- (b) Expanding the training capacity by including Quranic school teachers, some of whom are not able to read and write in the Roman script;
- (c) Establishing and maintaining the network of pre-schools and ensure linkages with related programmes such as nutrition and personal hygiene of the children;
- (d) Sustainability of the community pre-schools after the withdrawal of the sponsor;
- (e) The communities' confidence in the management apparatus of the pre-schools and realisation of their potential in raising local resources for the running of the institutions.
- (f) Improving the quality of education provided by the pre-schools.
- (g) Harmonising the methodology of teaching in pre-schools and those of lower primary schooling.

The Zanzibar pre-school network has the potential of expanding in every corner of the islands at reasonable costs through community based programmes. The *madrasa* pre-school programme has proved that the local communities are able to improve the well being of their young children with the available resources, provided proper guidance is availed.

(ii) Teaching religious and secular education concurrently in Quranic schools

Many Quranic schools notably in the Micheweni district (Tables 3 and 5a) have school age children who are not attending formal schools. MoE has initiated a pilot project at Ubago village, Central district whereby secular education is delivered concurrently with religious education in a Quranic school. This pilot project started in 1996 by improving the physical facilities of

the Quranic school (through construction of classrooms and provision of furniture) and recruiting new teachers to teach secular subjects. The school is still under the leadership of the religious teacher (sheikh). Children start with Quranic teaching in the earlier morning periods and secular subject teachers take over in the later hours. About 154 children who never received any formal education have benefited from this project. MoE through ZEMAP has already resolved to recognize the traditional Quranic schools system as part of the ECE system. Again this policy is aimed at making use of the extensive network of Quranic schools in the delivery of literacy and numeracy to children who would otherwise have been denied such education.

(iii) Parents of mentally - retarded children come together to ensure educational development of their children.

Because of limited schooling facilities for children with special needs, the parents of mentally retarded children organized themselves early in 1998 to form a committee aimed at raising funds for the educational development of their children. The parents raised funds that enabled them to rehabilitate a building at Jang'ombe Primary School and converted it into a classroom and a store for their children. Under this initiative, 20 of their children were able to have access to primary education.

5. Stock - taking

The free education policy that has prevailed for more than 34 years has resulted into some parents shying away from their responsibility of educating their children. At this time of increasing school enrollments and dwindling financial resources for education, the Government, while still maintaining the free education policy, is taking measures to mobilize parents to increase voluntarily their contributions in educating their children. At the same time, the Government has resolved to increase its education expenditure gradually from the current average of 12% to at least 20% of its total expenditure by the year 2006.

In 1995, MoE in collaboration with UNICEF conducted a comprehensive education sector study aimed at identifying the strengths and weaknesses of the education system at all levels. Based on the findings from the education sector study, the ten-year (1996-2006) Zanzibar Education Master Plan (ZEMAP) was prepared. ZEMAP has designed several programmes aimed at increasing access to education at all levels. These programmes and projects include:-

a) **Expansion to increase access to basic education:** This programme will be implemented through the following projects:-

- i) Classrooms and schools construction
- ii) Provision of furniture to schools
- iii) Support to girls education
- iv) Support to education for children with special needs.

b) **School building and quality improvement:** This programme will be implemented through the following projects:

- i) Rehabilitation and Maintenance of school buildings.
- ii) Improvement of water and sanitation facilities.

c) **Integrating *madrasas* with the formal school system:** In addition to local initiatives through ZEMAP, several projects have been initiated through international influence. The Jomtien Declaration had stimulated the Government to revisit its policies in the provision of education to all children. The re-introduction of private schools was seen as one way to meet Education for all (EFA) goals. A pilot project on *madrasa* education by the AKF has convinced the Government that access to primary education could increase significantly and as a result MoE has resolved through ZEMAP to integrate the *madrasa* system into the formal school system. The Salamanca Declaration has influenced the Government to pay special attention to children with special needs and special programmes have been earmarked for implementation in ZEMAP.

C. RETENTION

1. Current Status

While several measures have been taken to improve the initial access to education at various education levels, the observed low enrollment rates particularly at the compulsory basic education level were to some extent due to low internal efficiency of the education system. Statistics show that on the average, out of a cohort of 1000 children who start Std. I in any particular year, less than 50% complete basic education. For example, out of 16,528 children who started Std. I in 1989, only 7521 (or 45.5%) children reached the final grade of basic education (Form 2) in 1998. During the same period, out

of 7606 girls enrolled in Standard I only 3579 (or 47.1%) reached Form 2, and out of 8922 boys enrolled in Std. I, only 3942 (or 44.2%) reached Form 2 indicating that the survival or retention of girls is better than that of boys.

In addition to poor retention at the national level, the situation is more gloomy in some districts. A study carried out by Mzee, A. Y. (1994) showed that retention rates varied between 18.0% in North A district and 46.2% in the Urban district. The lowest female retention rate of 17.6% was recorded in Micheweni district. Retention rates at post basic education levels were generally very good.

2. Review of Research on Retention

A review of research shows that the observed low retention rates were mainly due to high drop out rates across various grades. In his study of the internal efficiency of the Zanzibar basic education system for the 1970s and 1980s', Mapuri (1998a) calculated coefficients of efficiency of 57.7% and 49.8% respectively. He also found out that drop-out accounted for 83.1% of the wastage in the 1970s and 66.7% in the 1980s. According to Little, *et. al.* (1996), higher drop out rates were observed in Std. 6 and Form 3. Mzee, A. Y.(1994) found out that poor family background (poverty) is the most common factor affecting school enrollments and therefore retention rates. As a result of poverty, many parents decide to use their children in raising family income (i.e. opportunity costs). Other factors identified to affect retention include teacher absenteeism, teachers' unsatisfactory job performance, inadequate curriculum, lack of opportunities for further education, the use of corporal punishment, poor school environment, long walking distances from home to school, the double shift system, girls' age at puberty, early marriages and pregnancies, and lack of employment opportunities (Mzee A.Y., 1994, Mapuri; 1998a).

3. Retention Issues

(a) Poor retention seems to be dominant at compulsory basic education levels. As a result of poor retention, about 50% of school - age children do not complete basic education. Some of the children have received very little education such that after years out of school, they tend to relapse to

illiteracy. Consequently, poor retention contributes to increasing illiteracy amongst the adult population.

(b) Poverty is the most common factor affecting retention. Unless measures to alleviate poverty are taken, it will be very difficult to improve retention .

(c) Early marriages and pregnancies are significant factors affecting school enrollments and hence retention. These factors are very sensitive as they are closely related to culture and religion. An innovative approach needs to be pursued to overcome these factors without jeopardizing their cultural and religious importance.

4. Solutions, Policies and Approaches

(a) Improvement of the school environment.

Poor school environment was identified as one of the factors affecting retention. In collaboration with donors and the communities, the Government has taken several measures to improve the school environment. These measures include rehabilitation of classrooms, toilets, teachers' houses and provision of furniture. The Government is discouraging the use of corporal punishment in schools and is encouraging the introduction of recreational programmes including sports and cultural activities, so as to attract students to stay on in school.

(b) Alternative education

Many pupils drop out of school before completing basic education. In order to address the problem of out of school youth, ZEMAP aims at introducing alternative education programmes that will have the following objectives:

- (i) To provide skills training to the school dropouts and school leavers in agriculture, fishing, health, animal husbandry, handicrafts, computer, commerce and other trades in demand.
- (ii) To provide another chance to youths who dropped out of school for various reasons.
- (iii) To promote self-employment after completion of basic education.
- (iv) To encourage life long education.

MoE in collaboration with the African Development Bank (ADB) has already commissioned a study aimed at identifying the problem and coming up with appropriate pilot programmes.

(c) Addressing the issue of poverty

The Government in collaboration with the United Nations Development Programme (UNDP) has already initiated various income generating programmes aimed at alleviating poverty. The programmes have mainly targeted the poor, especially women and unemployed youths. It is envisaged that successful implementation of these programmes may result in increasing access to education.

(d) Guidance and counselling programmes

The objective of universal basic education has not been achieved because of several problems. These include early marriages of school girls, early pregnancies, adolescence, sexually related problems like sexual harassment, drug abuse and alcoholism, juvenile delinquency, child labour, economic forces, a non-conducive learning environment, poor socialization and lack of parent or guardian commitment to educational development of their children. Most of these problems arise from ignorance and lack of educational awareness among parents, children and the communities at large. Proper school guidance and counselling could significantly reduce these problems. ZEMAP aims at establishing a guidance and counselling programme with the following objectives:-

- (i) To establish guidance and counselling services in all schools.
- (ii) To equip personnel with the knowledge and skills for offering guidance and counselling.
- (iii) To establish counselling committees in each school and other institutions of learning.
- (iv) To conduct needs assessment studies.
- (v) To establish a programme which will continuously sensitize parents, students, and the whole community in issues affecting education.

It is hoped that through proper guidance and counselling, the drop out problem may be reduced and retention will be increased.

The programme has already started by conducting a training of trainers workshop and preparations of a guidance and counselling manual for school counsellors through support from UNFPA.

(e) Moral ethics and environmental studies (MEES) project.

The MoE in collaboration with UNFPA is implementing the MEES project which is targeting school youths with the aim of changing their knowledge, attitudes and practices towards population, the environment and youth problems. The project started on a pilot basis in 40 primary and secondary schools and will be expanded to cover all schools in the next four years. The curriculum content of MEES is based on topics related to hygiene, reproductive health and moral ethics. The long term objective of MEES is to promote public acceptance of family size norms and sustainable population growth through moral ethics and population education in the formal school system.

It may be interesting to note that at the beginning, the project encountered some stiff resistance from religious leaders and the Muslim community in general. MoE went on an all out campaign to educate the religious leaders and the public in general. Seminars were organized and a few study tours were organized for some of the most vocal and suspicious religious leaders to visit Egypt and Indonesia where such programmes were operating successfully. Using the progressive religious leaders in the seminars and the experiences in other Islamic countries, the aims and objectives of the project started to make sense to the religious community and the public in general after about a year of intense campaigning and educational drive by the Ministry. The project was then fully accepted after its present title (Moral Ethics and Environmental Education) was introduced to replace the earlier controversial title: "Family Life Education" that was easily confused with sex education.

In the long term, this project holds a lot of promise in the retention of children in schools since it addresses many issues that were identified earlier as important factors affecting retention.

(f) Isolated initiatives

A school without corporal punishment

In 1994, Chaani School introduced a policy of non-use of corporal punishment as a means of controlling students' discipline. The policy seems

to have had a significant impact on school attendance. For example, within a period of 3 years after the introduction of the policy, the average attendance has increased from 88.1% to 99.4%. Thus the policy seems to be promising in increasing retention.

5. Stock - taking

Sections 20(3) and (4) of the Zanzibar Education Act (No. 6) of 1982 require that all students who get married or become pregnant before completing basic education be expelled from school. The major purpose of that section of the Education Act was to ensure that students, particularly girls, concentrated fully on their studies. The Protection of Spinsters Act (No. 5) of 1984 also provides for the imprisonment of both the girl and the man responsible for the pregnancy. However, experience shows that it has become difficult to enforce the second law due to the cultural and religious sensitivity surrounding the marriage issue (Mapuri, 1998a). Consequently, girls continue to be victims of the Education Act and many girls continue to be expelled from school because of early marriages and pregnancies but the men go away with it. Therefore, the law does not seem to serve the purpose, and needs to be revisited. As an alternative measure to address the problem, MoE through ZEMAP has resolved to consider the introduction of alternative education programmes already discussed.

IV. QUALITY

1. Overview

Quality is among the critical issues in any educational process. The term quality has received various interpretations with time and place. The traditional definition is based on inputs; books, teachers, classrooms and levels of education and assumes that the delivery of inputs to schools will be sufficient to bring about qualitative improvements. While these inputs are necessary, experience shows that they have not been sufficient to transform the behavior of teachers and the learning of the pupils. A more progressive definition thus had to be employed to expand the notion by emphasizing on outcomes of education that are relevant to student's needs and the aspirations of his or her parents and the community (Mapuri, 1998b). But since the needs and aspirations are on a continuous change, the relevance of education cannot be expected to remain static.

The Zanzibar Education Policy sets two broad goals of education. These are: (a) “education for academic and intellectual excellence nurturing for sound cognitive development” and (b) “education for self reliance, catering for the affective and psycho-motor domains of educational objectives” (ZEMAP). These goals of education underscore the importance of the linkages between theory and practice. It assumes that the measurements of quality will place emphasis on application of knowledge in problem solving.

On the contrary, the education system still emphasizes on academic achievement only, as the indicator for quality. Consequently the great majority of school pupils, parents, politicians and teachers measure success in terms of students’ examination performance. Some parents perceive quality of education in terms of students’ proficiency in English. The association of the quality of education with the ability to master English is the result of two things. On the one hand, it is a hang-over from the colonial social relations that developed a sense of superiority of the colonial master, and on the other hand, English is a language of international trade and business and the medium of instruction at higher educational levels. Hence students’ mastery of English may lead to access into knowledge and skills of international standard.

MoE defines quality in terms of a wider range of abilities, according to the education levels. At the pre-school and lower primary education levels, quality of education is determined by the mastery of the 3R’s while beyond the lower primary education level, the major determinant of quality is student’s performance in national examinations. Besides the two indicators, the learner’s acquisition of attitudes, values and skills can also be a determinant of quality. However, the later indicator has been rarely tested.

2. Situation Analysis

The Zanzibar education system has experienced a tremendous quantitative expansion over the last three decades. The enrollment of pupils has increased a lot faster than the capacity of the system to inject essential inputs such as well-trained teachers, textbooks, equipment, appropriate curricula and furnished classrooms. As a result, the quality of education has suffered at the primary education level with serious consequences to the subsequent education levels.

The first education level offered to children in Zanzibar is pre-school education. Most of the pre-schools have a primary school preparatory focus and emphasis is laid on children's acquisition of the 3R's rather than acquisition of social skills and play to young children. Most of the parents and teachers have positive attitudes towards pre-school education, primarily may be, with the assumption that children with a pre-school background have a better chance to perform better in primary schools than those without such background. However, the feelings on the effects of pre-school education on school achievement during primary school years have not been supported by hard evidence, but an increasing number of educators tend to believe that pre-school education provides a good socialization ground and young children's readiness to join primary schools. One area of great concern in pre-school education is lack of continuity between pre-school education and primary education. In many pre-schools, pedagogy has focused on child centred and problem solving approaches quite contrary to the teacher-centred approach employed in most primary schools.

Zanzibar offers 10 years of compulsory basic education from Standard One to Form 2. Promotion from one class to the next within the basic education cycle is almost automatic except for Standard Seven where pupils take selective examinations. Standard Seven examination results over the years have shown that majority of pupils are not performing well, despite the pass mark being lowered. For example, in the 1997 Standard Seven Examinations, out of 11,365 candidates who sat the examinations, only 1557(13.7%) attained the bench-mark pass score of 45%. The performance was extremely low in Mathematics, and English where the average score was 7.6% and 16.5% respectively. The examination results at this level are mainly used for selection of bright children (not more than 350) for entry into bias secondary schools, rather than as a diagnostic tool for assessing the performance of the primary school system. Some educators are questioning the rationale of conducting common examinations for the selection of just a few students for promotion.

The national terminal examinations are conducted at the end of Form 2. The performance at this level is also below expectation. Examination results over the last five years have shown that on the average, less than 30% of the students reaching the final year of basic education attain the 35% benchmark pass score.

Further analysis of Form 2 examination results revealed wide disparities in performance across the subjects and amongst districts. Most of the candidates perform poorly in Science subjects, Mathematics and English. The problem is aggravated by the use of English as the medium of instruction at the secondary school level. With most of candidates having difficulties communicating in English, they find it increasingly difficult to answer examination questions. Regarding disparities in performance between districts, the Micheweni district which has the lowest GER, performed relatively better in the 1997 examinations than all the other districts. This is in fact usually the case in many years. The relatively good performance may be attributed to low pupil/teacher ratios and manageable class sizes. In contrast, the North "B" district had the worst performance although its class size is almost equal to that of the Micheweni district. The poor performance may also be attributed to acute shortages of qualified teachers. However, in his study, Mapuri (1997) found out that unit available space per child in the classroom (or manageability of class size), was the most predominant predictor of performance in the early eighties.

Weak candidates entering the post-basic education cycle have an adverse effect on the examination results for the Certificate of Secondary Education (O-Level) Examination (CSEE) and the Advanced Certificate of Secondary Education (A-Level) Examination (ACSEE). These two examinations are administered by the National Examinations Council of Tanzania (NECTA). Performance in the O-Level examinations is unsatisfactory as nearly 60% of the candidates attained only the Division IV pass in 1997, which for promotion purposes is of little worth. One trend is well noticed. Bias secondary schools seem to perform consistently better than the regular secondary schools. The difference is attributed to relatively better qualified staff and equipment and not forgetting that biased schools take the cream of brightest students from primary schools.

In spite of the generally unsatisfactory performance in the O-Level examinations, encouraging results have been observed in recent years and an increasing number of candidates have been qualifying for A-Level secondary education. Some of the candidates are private students who have struggled for a number of years to earn enough credits that could allow them to join A-Level classes.

Although the number of students joining A-Level classes has increased, the increase in number has not brought a positive impact on students'

performance. A-Level examination results for the last three years have shown that students are performing badly especially in Science and Mathematics. On the average, less than 3% of the candidates attained Divisions I, II and III in 1996/97. A-Level examination results revealed that out of 84 candidates who sat for the examinations, 32 were girls, of whom none attained Division I, while only 7 attained Division II. The performance of boys was better with 7 attaining Division I and 17 attaining Division II (Mapuri, 1998b).

The situation of Adult Education is also worrisome. The shortage of places in schools and the increase in drop-out has accelerated the number of adults who require literacy skills. Literacy classes have not been performing well for a number of years, primarily due to poor attendance of learners, inappropriate curricula, and the increase in poverty levels among the households.

In order to capture the learners' interest and response, the curriculum was diversified and emphasis put on acquisition of functional skills. The approach of teaching adults was also revisited. Instead of learners following adult classes in identified places, experiments have been tried where adult educators follow organized groups and conduct literacy and post-literacy classes according to the needs and time convenience of the learners. Currently, classes are being offered for women groups, farmers, fishermen, carpenters and blacksmiths. The new learner friendly approach has succeeded very significantly and will be expanded in the near future. In addition to literacy classes, the Department of Adult Education is organizing continuing education programmes for post literacy learners and basic education graduates. These classes have contributed to a large extent to the increase in the number of private candidates in O and A-Level examinations. However, the performance of the majority of the private candidates have been poor.

3. Relevance

Inappropriate curricula have been blamed for being one of the major factors affecting success in life among school leavers. Among the criticism is that the curriculum is too academically oriented and does not prepare the youths for the kind of life they will experience after completing school. In response to such criticisms, there have been attempts to address the problem. Following are some innovations tried towards that end.

(a) Education for self-reliance

In the 1970's, schools were required to established income generating activities as a way of implementing the policy of education for self reliance while at the same time offering skills training to students. Rural schools were given 10 acre plots of land for demonstration farming. Unfortunately, implementation of the directives was not taken seriously, and most schools ended up only doing petty business.

(b) The child to child (CTC) project

Various initiatives have been undertaken to improve the curriculum relevance. MoE in collaboration with the AKF has introduced the child to child (CTC) project in primary classes to address the issues of environmental cleanliness and health education. This programme which started in 1990 is now practiced in 74 schools and at the Nkrumah Teachers' College. The goal of the programme was to improve the health status and welfare of all communities in Zanzibar so as to give impetus to development efforts. Because of the success of the programme, MoE decided to integrate the CTC activities into the main-stream curricula and has resolved to use the CTC teaching approach across the pre-primary and primary school curricula.

(c) The science camps project

The Science Camps project that started in 1988 and wound up in 1994 has had a considerable impact on the reform of science teaching in Zanzibar primary schools. The primary science curriculum has been reformed based on the experiences collected in the annual science camps that offered a free discovery learning atmosphere to selected students and their teachers. The new curriculum is basically activity oriented and emphasises on the discovery teaching/ learning approach. Another continuing outcome of the science camps project is the National Teacher Resource Centre (NTRC) and its network of teachers' centres (TCs). The idea of a national science resource centre was born in the science camps, but was subsequently broadened to cover the whole spectrum of knowledge taught in schools; hence the NTRC.

The science camps project attracted a lot of interest and support from a consortium of donors led by the African Forum for Childrens Literacy in Science and Technology (AFCLIST), a wing of the Rockefeller Foundation.

(d) The MEES project

The UNFPA supported MEES project discussed earlier was intended to improve curriculum relevance and has been integrated into the curriculum for upper primary and lower secondary to address the issues of moral ethics, population and the environment. Also HIV/AIDS prevention education is on the process of being integrated into the school curriculum to give students the necessary awareness on HIV/AIDS and other sexually transmitted diseases.

(e) The MENA programme

Another innovation being tried is the recent MoE decision to introduce a new subject in the primary school curriculum called Life Skills. This subject will cover topics related to skill training depending on the environment in which a particular school is located. Some of the topics include domestic science, agriculture, fishing, wood work, handicrafts, and the like. At the secondary level, the ZEMAP has earmarked to implement a programme commonly known in Swahili as "*Mpango wa Elimu na Amali*" (MENA) which aims at integrating general education with introductory elements of productive work. There are also biased secondary schools which in addition to providing general education, also provide specialization in specific areas such as commerce, and various disciplines in technical education (mechanical, civil, and electrical engineering).

4. Effective Inputs

5. Among the major problems facing the education sector in Zanzibar are continuous presence of untrained teachers, poor school environment, and shortage of textbooks and other essential supplies.

(a) Teachers

The increase in school population especially at the primary level and the desire to accelerate enrollment has compelled the Ministry to recruit untrained teachers every year. In 1998, untrained teachers constitute about 26.7% of all basic education teachers. Also, some of the well-qualified primary school teachers have been promoted to teach in secondary schools due to shortage of qualified teachers at that education level. Several initiatives have been implemented to improve the academic and professional competence of these teachers. Among them are in-service training offered to teachers during the long school holidays. The science camps project also provided in-service training to science teachers. The camps introduced active learning through the inquiry approach in the teaching of science. Another

innovative programme that is in progress is in-service training for primary school teachers through distance learning. The programme combines self study materials with occasional face to face contact at the TCs. These centres are located in almost all districts of Unguja and Pemba. Also through individual initiatives, some of the secondary school teachers have joined undergraduate courses offered by the Open University of Tanzania which has its branch in Zanzibar.

(b) Curriculum

The MRC established in 1996 by the AKF is contributing significantly towards innovative curriculum development for early childhood education. The centre has developed a curriculum for the network of pre-primary *madrassa* schools it inspires and supports, that has injected secular aspects (especially literacy in the Roman script and numeracy) into the basically religious teachings offered in the Quranic Schools. *Madrassa pre-schools* are the Quranic schools that adopt the centre's integrated curriculum, and these are on a steady increase. ZEMAP foresees a good start from this innovative initiative towards the intended development of a national core curriculum and curriculum guidelines for ECE that all ECE institutions will be required to consult and accommodate when developing their own curricula. The Ministry's long-term objective implicit in the Education Policy and ZEMAP, is a full transformation of the Quranic schools with the view to enabling them to offer quality religious-secular integrated education up to the level of lower primary (Std I - III).

Also, curriculum reform has been initiated at the primary level. The reforms were aimed at reducing curriculum overload, reduction of the number of subjects from 14 to 8 and streamlining of the curriculum content. As a result, some of the subjects have been integrated. The curriculum reform has resulted into the designing and production of new textbooks. Book production took a phased approach, with the initial phase concentrating on the lower primary education level. Currently, textbooks on four subjects have been produced with UNICEF support and distributed to schools at a ratio of one book to two pupils. Production of Std III textbooks is at an advanced stage while the ADB will support design and production of Std IV-VII textbooks. At the secondary school level, shortage of textbooks is quite common as most of them have to be imported from abroad and the Ministry lacks the necessary funds. In some cases, parents who can afford do purchase books for their children.

(c) Physical facilities

The physical facilities of many schools are either inadequate or in poor condition and hence affect the teaching/learning process. Schools face an acute shortage of space that has resulted into the introduction of the double shift system since the late 1970s. The school working hours have been reduced to allow the second shift to end before the fall of the night. Until now findings are not available on the impact of the double shifts on children's performance. The shortage of classrooms has also resulted into overcrowding of pupils in the classes especially in urban and semi urban areas. The big class size has been detrimental to the teaching process especially when teachers are not equipped to handle large classes. Apart from class size, some of the school buildings do not provide a stimulating environment for learning as buildings are on the brink of near collapse. Although the conditions of buildings and furniture have generally improved after the completion of some of the big projects such as the DANIDA supported Secondary School Maintenance Programme (SMP), and Primary Education Programme (PEP) and the OPEC Fund supported Primary School Furniture Project, the situation is still wanting in quite a few schools.

(d) Language of instruction

Kiswahili is the national language and the medium of instruction in primary schools, while English is being offered as a subject from Std III onwards. However, due to pressure from parents in the wake of the sprouting of English medium private primary schools, MoE introduced the teaching of English as a subject right from Std I in 1998 on a pilot basis. At the secondary school level, English is the medium of instruction. The major problem that is being experienced is the low English language proficiency of pupils and some teachers which to a large extent affect their performance at the secondary and higher levels. To address the situation, the Ministry has since the early eighties, initiated several language programmes. The Zanzibar English Language Improvement Programme (ZELIP) was the first programme to be carried out in collaboration with the British Council and the Overseas Development Administration (ODA) to address the improvement of English language teaching. The ZELIP programme was able to train quite a good number of teachers both locally and abroad. Among the achievements of ZELIP were the rehabilitation of school libraries and the establishment of the Zanzibar Public Library. Schools, which were starved with books, received book assistance for implementing reading programmes. Also, television and radio programmes on simplified English language were introduced. After ZELIP, came the Form I English Language Orientation Programme (FIELOC).

This was finally followed by the current Secondary English Language Orientation Programme (SELOP) which is financed by the AKF. SELOP is set to improve English language proficiency across the whole curriculum. Due to the magnitude of the problem, the first year of secondary education (referred to as the Secondary Orientation Class - OSC) has been devoted to improve the students' mastery of the language. The project is targeted to improve the mastery of English language not only of the students joining orientation secondary class but also teachers' skills and pedagogy. Plans are now underway to extend the programme to Forms 1 and 2.

5. Research Review

Various scholars have commented on the quality of education provided in Zanzibar schools. Sumra and Mushi (1993) found out that the performance of Std IV pupils in reading skills in Zanzibar was very unsatisfactory. Zanzibar also performed poorly in the international test for Std VI pupils conducted under the umbrella of the Southern Africa Consortium for Monitoring Educational Quality (SACMEQ) initiative. Several factors have been associated with the observed low quality of education. Mzee, A. Y. (1994) on analyzing the perceptions of school heads on the factors affecting the quality of education, cited the following factors in order of increasing importance: Teachers' absenteeism, switching of the language of instruction from Kiswahili in primary to English in secondary schools, shortage of teachers, school heads' lack of power and authority, school heads' lack of relevant training, heavy teaching loads of teachers, shortage of qualified teachers, poor learning environment, the double shift system, large class sizes, the system of inspection of teachers, teachers' lack of support from education experts, lack of parents' involvement and support in school activities, lack of teacher motivation, and lack of teaching materials particularly text books. Poor teaching methods in the classrooms were also observed as a factor affecting the quality of education (Obura 1994; Vere, 1993).

6. Stock-taking

The Zanzibar education system has responded to several initiatives that have taken place worldwide. The Jomtien Declaration on EFA, the Salamanca Declaration on people with special needs, the Rio World Summit on the environment and the Cairo Conference on population and the environment have all influenced policy and curriculum changes aimed at improving the

quality and relevance of education. Among the initiatives which have taken place are as follows:-

- The advocacy on early childhood education, care and development (ECECD) conducted jointly between the Government and UNICEF has resulted in the establishment of many private and community owned preschool institutions.
- The introduction of MEES at the upper primary and lower secondary education levels is a joint initiative with UNFPA.
- The Rio World Summit on the environment influenced the integration of environmental issues into the primary school curriculum.
- Training of untrained teachers through distance education by the use of teachers was developed jointly with DANIDA as part of efforts to improve the quality of education by strengthening teacher's academic and professional competence. The approach has been cost effective as teachers are being trained without being taken out of schools and leaving their classes.
- The Teacher Management and Support (TMS) initiative of the ADEA Working Group on the Teaching Profession influenced management training of school heads and education officers.

The education policy underscores the use of Kiswahili as a medium of instruction in primary schools, while English is offered as a subject right from Std I. Recently, there has been an increase in private primary schools which use English as a medium of instruction. Experience shows that the middle class tends to favour the use of English as a medium of instruction right from primary level. The education policy needs to make a critical assessment on the language policy and issue proper guidelines and policy refinement .

V. CAPACITY BUILDING

1. Definition :

Capacity building in Zanzibar is measured in terms of training. The more training one acquires, it is believed, the more capable the person is in carrying

out the required functions assigned to him/her. Both long term and short term courses, in and outside Tanzania, are offered to the MoE staff to ensure that there are suitable and qualified personnel in the various sections of the Ministry.

2. Current Situation :

Capacity building is an issue in almost all levels/sections within the MoE as will be revealed in the following sections.

(a) Teaching :

As of 1998, Zanzibar had 5309 teachers out of whom 1418 were untrained. This amount to 26.7% of the teaching force.

There were shortages of qualified teachers at almost all levels of education. Teachers who had been trained to teach in primary schools were assigned to teach in secondary schools too. On the other hand, teachers with no pre-school methodologies were posted to teach at this level where knowledge on early childhood development is necessary. This still prevails today. Primary schools are left with untrained and unqualified teachers as the best teachers with good qualifications join Diploma courses and later proceed to teach in secondary schools. Although several measures have been taken to increase the output at the Nkrumah Teachers College and the Zanzibar Muslim Academy, still the capacity of the two colleges is relatively low to meet the ever-increasing demand. Apart from this, there are other factors that contribute to this situation. These include the fact that the teaching profession does not attract the best brains due to poor working conditions and professional stagnation due to perceived lack of training opportunities.

(b) Curriculum development :

Curriculum Development activities are coordinated in the Department of Professional Services to Education. The practice is to use practicing teachers, college tutors and inspectors whenever curriculum activities are conducted. Most of them are experienced teachers with little knowledge in curriculum development.

(c) Planning :

The Department of Planning and Finance coordinate educational planning. Despite the various efforts taken to train educational planners, there is a severe shortage of qualified educational planners in all MoE departments as

most of them are no longer working in the planning units because of their ready promotions to senior positions within and outside the Ministry once they graduate from professional training courses. These include the Minister and the Principal Secretary themselves and the Commissioner for Educational Services to Education who are all professional educational planners trained at the International Institute for Educational Planning (IIEP). Most of the planning officers in MoE are not professional educational planners but acquired experience through on the job training. However, the professional educational planners in senior posts within the Ministry do on some occasions avail themselves to offer professional guidance to the planning officers.

(d) Management :

Many educational managers including head-teachers, regional and district education officers, school inspectors, and education advisers were appointed to those posts without any prior professional training. Most of them were experienced teachers and have received inadequate or no training related to their new tasks after their appointments. Because of their lack of training and the ever increasing complexities in educational management, educational managers find it difficult to perform their duties efficiently.

(e) Sustaining capacity :

It is unfortunate that to a certain extent, the years of training and the associated investments have not provided the sustained capacity desired. In reality, it is the training offered to teachers mostly that has produced the desired effect as far as the sustained capacity is concerned. Those in the teaching profession, who in most cases are given short term training to acquire certain skills useful in their sections of the profession, are the ones who use what they have gained to improve their performance in their places of work. On the other hand, trained staff who are not practicing teachers do not stay long in the areas they had been working prior to their training. It is this group of professionals who in most cases get long term training ranging between one to three, up to five years. The capacity in this case is not sustained, as once they come from training, they either join other sectors, or are transferred to other divisions/departments within the Ministry.

(f) Brain drain :

There is a tendency for qualified trained personnel to leave the education sector as stated earlier, through transfers. But, this is not the only way. It happens that sometimes when one goes for training, he/she changes the area one was supposed to train in. So, once he/she comes back from

training, he/she has to automatically join the other sectors which goes with the areas she/he has been trained in. The intra-ministerial shifting of staff too, between the various existing sections brings about similar effects of not retaining the qualified staff in their respective areas of duty. Although in this case they remain in the same Ministry and can somehow contribute to their former sections, yet, they cannot be fully utilized as they should, had they not been shifted.

(g) Drained brain :

There are also some qualified trained personnel who have lost their motivation and skills. This is as a result of, in some cases, inadequate facilities in their places of work. Not being able to use ones knowledge and skills because of lack of resources is frustrating. In some cases, misallocation of the work force brings about drained brain too. As in most cases the issue of drained brain is a result of the economic status of the country, it is not an easy thing to be tackled.

The Training of staff outside the country can sometimes pose problems. Some people who go for further studies in countries with a totally different environment tend to be ineffective once they come back to work in Zanzibar, where they encounter situations that are different from the ones they have been studying in. In some cases therefore, it is better to bring a consultant in the country to train the staff within their familiar environment. Whatever learnt in this case will be accompanied with the live experience. Sometimes, regional/zonal training too can be more beneficial where member countries can share ideas.

3. Policies, Strategies and Approaches :

Various measures have been taken to address the issue of capacity building at various levels within MoE.

(a) Teachers :

MoE in collaboration with International NGOs and donor agencies has in recent years done a lot to improve the capacity of teachers through training. Among the significant interventions are :

(i) Establishment of TCs:

In Zanzibar, there are nine TCs at cluster level and one NTRC. TCs started operating in Zanzibar in 1993, with the main objective of revitalizing primary education as a direct response to the Jomtien Declaration on EFA. This was a joint effort by MoE and DANIDA through the PEP programme. The main functions of the TCs are:-

- to provide upgrading courses to untrained and underqualified teachers,
- to improve pedagogical skills of teachers through in-service training,
- to improve school management by training school heads and members of school committees,
- to improve teaching/learning through TC libraries and encourage teachers to improvise teaching materials, and
- to supervise and assess the impact and effectiveness of training using inspectors' reports, tests, and classroom observation.

TCs in Zanzibar are managed locally through Management Committees. Each TC serves a cluster of about 15 to 20 schools and are coordinated nationally by the TC coordinator stationed at the NTRC. The most important feature of the TCs is their ability to run themselves without depending too much on the government budget. The running costs of TCs are met through contributions from teachers, parents, and pupils. The head-teachers from each cluster of schools form the Management Committee of each TC. In addition to raising funds and approval of budgets, the committee also approves training programmes and activities according to the needs of their schools.

(ii) The MRC

This private initiative of the AKF has started offering induction courses to pre-primary *madrassa* teachers. Looking forward to the development, in collaboration with MoE, of a recognized accreditation system, the Centre has a lot of potential in the transformation of the traditional on-the-job informal training of Quranic teachers. This is a long-term objective envisaged in the Education Policy and ZEMAP, that holds promise in the qualitative improvement of ECE, especially that is offered in Quranic schools.

(iii) Distance education training courses :

As indicated earlier, teachers colleges have not been able to meet the ever-increasing demand for teachers. As a result, every year a good number of untrained teachers are recruited to meet the demand. The Distance Teacher Education Programme for untrained teachers was established to provide academic upgrading and professional training to these teachers. On successful completion of the course, the teachers are awarded certificates which are equivalent to those of their colleagues graduating in teachers' colleges.

The programme which started in 1996 is now (1998) serving 395 teachers, throughout Zanzibar. The teachers have been relieved of two working days per week so as to attend face to face tutorial sessions in the nearby TC. This is a good arrangement as it does not take teachers outside the classroom to attend the courses elsewhere. The teachers are normally expected to complete the Grade "A" certificate course within four years, although it all depends upon a teacher's learning speed.

(iv) In-service training programmes through projects :

Teachers have, through various projects been trained in different techniques meant to improve their classroom performance. Among the programmes being carried out in schools are CTC, SELOP and MEES.

The CTC programme has as of 1998, trained a total of 222 teachers and 74 school heads in child to child methodology. SELOP is yet another innovation. All teachers who are teaching in OSC classes have had short-term in-service training. Out of these, 61% are trained teachers and 39% are untrained. Many teachers have also been trained through the MEES project. ZELIP also trained many teachers and officials in the UK as shown in Table 10 below:

Table 10 : Summary of the T.C.T Award Training Programme 1984 - 1993

Level	Female	Male	Total
MEd.	4	6	10
MA	3	2	5
BEd	1	3	4
B Phil	-	4	4
Advanced Diploma	2	4	6
Diploma	2	9	11
Certificate	-	3	3
Reading programme (Short courses)	-	-	48
Total	12	69	91

(v) Upgrading courses at Nkrumah College :

Apart from short-term training, long-term training courses are also offered to the practicing teachers to upgrade themselves. At the Ministerial level there is a system whereby teachers are given opportunities to advance themselves so that they can move from one level to another. Teachers therefore, can move from Grade "A" to Diploma and even further, depending on ones initiative. The number of primary school teachers who are upgrading themselves from certificate to Diploma level is growing as indicated in table 11 below :

Table 11: No. of Practicing Teachers who upgrade themselves to Diploma level at Nkrumah College 1995 - 97

Year	Male	Female	Total
1995	19	11	43
1996	31	27	58
1997	40	22	62

Teachers who attend courses in the training institutions also receive their salaries for the whole period of training. All these help to motivate staff. It is a significant incentive to encourage the teachers to be innovative and to work hard with dedication.

(vi) Twinning programme :

There has been various forms of exchange programmes between Zanzibari educational institutions and those in other countries. For example, the Karume Technical College has an exchange programme with Keewatin Community College of Canada, while the Nkrumah Teachers' College has similar ties with the Aga Khan University based in Karachi, Pakistan. Short courses offered by these programmes to the tutors of Karume and Nkrumah have benefited those institutions a great deal.

There is also a twinning programme between Makunduchi Secondary School in Zanzibar and Aston Comprehensive School of Sheffield in the UK. Since 1993, a total of 12 teachers have gone for study visits in the UK. Similar trips to Zanzibar have been made by the teachers and students of Aston Comprehensive school.

(b) Management Courses :

MoE has started to address the issue of management through a recently established Diploma in Management Course offered at the Nkrumah Teachers' College. This is a two year course for the school heads and other educational managers such as regional and district education officers, and school inspectors. This course which started in 1996 has produced 39 graduates so far. The course has both theoretical and practical components whereby the trainees go back to their places of work, mostly schools, to practice what they learned in theory at the college and complement it with their experience.

Also, there has been courses offered in the TCs in financial and materials management for teachers in all the schools who are responsible for handling funds and school stores.

(c) Curriculum development, research and planning :

The system is used to build the capacity of the curriculum developers, researchers and planners mostly through taking part in all activities related to the areas of work under the supervision of an external consultant recruited either locally or abroad. In most cases the external consultant is expected to work closely with a team of selected local staff to accomplish a certain task. He/she is required in the process to induce basic skills to the selected local personnel.

The lower primary school curriculum was reviewed and revised by MoE personnel with some help from external consultants. The result was the production of Std I - III teaching/learning materials which are already in schools. From the acquired skills and experience, the local team is currently revising Std IV - VII syllabuses without any external help.

The planners were also involved in the planning exercises within MoE so as to gain the necessary skills. With the help of a consultant, the local team successfully carried out a comprehensive education sector review and developed the Zanzibar Education Master Plan.

Similar approaches are being practiced with respect to building research capacities. Through various programmes and projects, local staff under the supervision of external consultants have carried out research in the areas of early childhood development, primary, secondary and adult education.

Some of researches carried out, have led to some policy changes. For example, the Education Sector Review resulted into ZEMAP which has incorporated many policy changes. The study on the administrative structure of MoE has resulted into the restructuring of the Ministry. The evaluation reports on the CTC project, the MEES project and the SELOP project have led to significant curriculum changes. The Appendix lists studies and research undertakings and how they impacted on policy and practice.

(d) Inspection/Supervision :

On-the-job training is given to newly appointed inspectors and advisors by their qualified and experienced colleagues. The training modules developed by the Commonwealth Secretariat and in some SADC countries in the TMS spirit, are effectively used to train the newly appointed personnel. Opportunities available in the neighbouring countries are also used to train inspectors and advisors. About 4 inspectors went for a short intensive training course in Botswana in 1996 and 3 inspectors went to Namibia in 1998 for a similar purpose. MoE has reformed the inspectorate whereby the roles of inspectors have been modified. There has been a break away from the traditional individual teacher inspection that focused on looking for mistakes and in its place, school based inspection that emphasises on the general school performance has been introduced. Also, the number of inspectors has been reduced by eliminating the posts of district inspectors. Also, school heads have been designated associate inspectors so as to effect a more realistic school based inspection system. Considering the functions of

inspectors on assessing the teachers' effectiveness, it is possible that the inspectors alone may not be enough for the provision of guidance and advisory services to the teachers. Thus, MoE has also appointed teacher advisors. The advisors are based in the TCs, within an easy reach of most of the schools. The inspectors attended a training seminar conducted by two facilitators from Namibia who came to Zanzibar in July 1998.

(e) Learning through international project counterparts arrangements :

There have been programmes too where international experts have been working closely with national counterparts. This close working relationship enabled the national counterparts to work and learn through these international professionals thereby gaining experience and building their capacity in the process. PEP, SBE, ZELIP and SELOP project counterparts benefited through this kind of arrangement. TC Coordinators too gained a lot of experience through VSOs.

As indicated earlier, the question of retention of those who have been trained depends mostly on the type and duration of the training one has had. Those who go for short term training are in most cases retained, as their courses are tailor made to offer specific required skills. On the other hand, those who go for long term training are usually not retained in the areas where they came from, instead they tend to be posted to other sections or even transferred to other sectors.

Even though there has been training of staff in all sections within the education sector, other areas have more qualified personnel than others.

In the areas of teaching and curriculum development, for example, there are sufficient people who are capable of successfully carrying out these functions. Almost all the training carried out locally, is offered by the training teams from Nkrumah Teachers College, The Institute of Kiswahili and Foreign Languages and the Inspectorate.

More capacity building is needed in the areas of policy analysis, planning and research although MoE has experienced a lot of brain drain in this section. The qualified competent planners do not stay long in MoE before they are transferred to other sectors. Professional teachers are seen to be a versatile trainable group of intellectuals who can, with only a little training, be assigned whatever job one chooses to give them. With this notion in the background, coupled with the training they have had, say in planning or research, they

seem to be easy targets to be utilized in other sectors apart from that of education. Lack of prospects for promotion in ones profession within MoE itself influences the placement of qualified personnel. When one is to be promoted, he/she usually has to be transferred to other sections.

MoE intellectuals' movement to other sectors will continue as long as there are no capacity building arrangements in those sectors. It is only when the Zanzibar Government develops a systematic upgrading of personnel among all the sectors, that the problem facing MoE will be solved.

Management is yet another area that needs attention as far as capacity building is concerned. Increases in enrollments have led to the construction of new classrooms in existing schools, as well as in new ones. This state of affairs has made it difficult for MoE to cope with the increasing demand for qualified school managers.

VI. CONCLUSION

This study has been quite revealing in a number of ways not least the impact of community participation in the rapid expansion of ECE. The innovative approach towards improvement of access at both pre-primary and primary education levels through some optimal secularization of the wide-spread Quranic school is worth-noting. Also commendable, are small initiatives that have had immense impacts on national education quality improvement programmes. Worth special mention here in this respect are the Science Camps, MRC, CTC, MEES and SELOP projects. These projects have been instrumental in most of the ongoing curriculum and pedagogical reforms. Most gratifying and satisfying is the fact that most of these initiatives were either brain-children off Zanzibaris themselves, or Zanzibaris played a dominant role in their shaping-up.

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(More references are listed in the Appendix)

APPENDIX
V. INVENTORY OF STUDY AND RESEARCH REPORTS AND
OTHER DOCUMENTS ON EDUCATION IN ZANZIBAR

S/N	TITLE OF DOCUMENT	TYPE OF DOCUMENT	AUTHOR(S)	YEAR WRITTEN	YEAR/PLACE PUBLISHED	SPONSOR	MAJOR FINDINGS	MAJOR RECOMMENDATIONS	HOW MADE USE OF BY MINISTRY	OTHER REMARKS
1	A proposal for the Integration of Education and Productive Work in Forms 1 and 2 of the Lower Secondary Schools in Zanzibar with suggestions for change in the follow- on vocational Forms.	Consultancy report	E. Buckley	1982	Unpublished	UNESCO	The course content at the lower secondary school level in Zanzibar does not offer vocational guidance; nor creative practical work and sufficient options to cater for different aptitudes and abilities.	Practical work should be included in the lower secondary school curriculum.	Resulted into the MENA policy.	
2	The Zanzibar Secondary Education Diversification Reform: Experiences and prospects.	Term paper	O.R.Mapuri,	1985	Unpublished		The biased school system was elitist in nature. Most of the students who attended the biased school system were unwilling to take up self-employment. Some of the biased schools were poorly equipped. The share of education to total government spending was declining.	The government should increase the financial allocation to education. The diversification of education should move with caution until hard evidence is obtained on its advantage in increasing productivity.	Considered in the development of ZEMAP.	

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3	Education in Zanzibar	Consultancy report.	Ulf Goranson,	1986	1986, Sweden	Sida	Sida support in education has served its purpose and very important for development of quality education in Zanzibar.	Sida support should continue in primary and adult education.	It was used by Sida in increasing their support to education in Zanzibar.	
4	The Concept of Productive Work in Schools (MENA) and Production Secondary School (PPS) in Zanzibar.	Official policy document	MoE	1986	Unpublished	-	-	-	-	-
5	Implementing the Zanzibar English Language Improvement Project - suggestions for Inservice Training.	ME.d. Dissertation	Zulekha K. Khamis	1989	Unpublished	The British Council ODA	Teachers are not interested in reading. They do not understand the significance of reading in real life. No reading culture in most of the children's homes. Lack of reading materials. Reading methods applied by most teachers are not affective.	Teachers to be educated on the role of reading in a second language and its significance in real life. Particular time to be allocated to the teaching of reading in the schools. Materials should be made available in schools. Teachers to be trained in various effective teaching approaches.	Used in development of in-service teacher training programmes.	
6	Towards the Improvement of Reading in Zanzibar Primary Schools.	ME.d. dissertation	Maimuna O. Ali	1989	Unpublished		Teaching of reading in Zanzibar is Unsatisfactory at all levels leading to lower academic achievement.	1. Staff development through inservice training to be organized. The training should be for curriculum developers	Used in the development of the reading programmes.	
7	Ripoti ya Kamati ya Kuchunguza Rai ya Kurejesha Tena Shule za Watu binafsi (Report of the committee on introduction of privates schools).	Policy review report.	Minister of Education Committee; Chairperson: Moh'd J. Jongo	1990	Unpublished	Ministry of Education Zanzibar	Most of the public schools are facing serious shortages of classrooms, furniture, laboratory equipment and teachers.	Private schools should be allowed provided they enrol children from different ethnic and socio economic backgrounds. Fees in private schools should consider the ability of parent to pay.	It was used in the introduction of private schools.	

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8	Designing a Component in Classroom Language and Methodology for the Zanzibar Primary Teacher's Course.	MEd thesis	B. A. Juma	1991	Unpublished	-	Teachers have problems with beginning and developing their lessons, i.e they have problems in indicating purpose of the lesson setting tasks and giving instructions.	Teachers to be taught on how to have effective classroom interaction through the use of para - linguistic features.	Used in the development of English Language curricula.	
9	Report of the Working Party on the Establishment of Associate Colleges of the University of Dar - es - Salaam in Zanzibar (Executive Summary)	Research Report.	H.J Mosha F.L Mbunda, R. Mabala, A.S.A Mshimba, J.A Kapuya W.P.Segu, Y.M.Gosi S.M.Nassor, M.R.Mzale, Y.N.Pandu, A. I. Kanduru, A.A.Moh'd, A.A. Omar	1991	Unpublished	MoE University of Dar.	The Nkrumah Teacher s' College, Institute of Kiswahili and Foreign Languages and Karume Technical College have shortage of qualified staff, inadequate buildings, facilities and equipment for offering university education.	Establishment of associate colleges of the University of Dar-es-Salaam at Nkrumah Teacher College, Institute of Kiswahili and Foreign Languages and Karume Technical College.	It was used for the proposed establishment of the Zanzibar State University.	
10	Zanzibar Educational Policies Affecting Teacher Quality, Demand and Supply.	Consultancy report	H.J Mosha and Suleiman Sumra	1992	Unpublished	DANIDA	Serious problems of teacher recruitment, allocation and training in Zanzibar.	Inservice training and upgrading work to be done at the established TCs	It stimulated the formulation of the inservice teacher training policy.	
11	Report on a Consultancy for Danida on Primary Teacher In-service Training in Zanzibar through Teachers' Centres using distance education strategies.	Consultancy report	Tony Dodds	1993	Unpublished	DANIDA	Nkrumah Teachers' College is incapable of supplying the education system with qualified teachers. The available places at the NTC are taken up by in-service teachers.	In-service training of teachers should combine self study materials with occasional face to face contact. The curriculum should be flexible to allow the learners to study at their own pace.	Introduction of in-service training of teachers by distance technique.	

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12	Primary School Curriculum Review Report	Review report	J. K. Vere	1993	Unpublished	UNICEF	Serious shortage of /learning materials. Shortage of teaching time and/or topic overload. Imparting of factual knowledge at the exclusion of development of higher order skills.	A shift from a preoccupation with imparting knowledge to classroom practices that promote problem solving, planning, judgement and scientific reasoning.	Primary school curriculum review with a change of approach & reduction in No. of subjects taught.	
13	Report On Evaluation of Performance Test Administered to Standard Four Pupils in Zanzibar (Draft for Discussion)	Research report	S, Sumra and P.S.D, Mushi	1993	Unpublished	DANIDA	Very poor performance in all areas tested. Thus, pupils tested did not demonstrate the required skills and knowledge in English language as expected by specific pupil objectives in English for Std. III and IV.	Reorganization of the English language syllabus to place emphasis on the development of reading skills.	Introduction of the reading programme in the curriculum. Also, considered during ZEMAP preparation.	
14	Zanzibar English Language Improvement Project.	Briefing document	Richard Smith	1993	Unpublished	ODA	The ZELIP was successful in building capacity. Many English language teachers attended long and short term training in U.K. Schools have received English language books.	More efforts should be directed on improving the teaching of English language in schools.	Used in the planning of other English language programmes: FIELOC and latter SELOP.	
15	Proposal for a Curriculum Development Programme for Grade B level Teachers, Zanzibar.	Review report	Heather Benoy	1993	Unpublished	UNICEF	Insufficient materials to theories of child development low capacity of enrolling teacher trainees at the Nkrumah College.	Review of Grade B teacher training curricula. Divise an integrated approach in teacher training (distance education).	Considered during development of the distance education programme.	

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16	Adult Education and Social Change in Zanzibar	Research report	A. N. Kweka, V. M. Mlekwa, P. A. Mushi	1994	Unpublished	Sida UNICEF	Increase in the rate of illiteracy in Zanzibar due to ineffective adult education programmes and high dropout rates among school children.	Urgent change from subject centred to learner centred approach with changes in objectives, content, methods, organisation, administration and evaluation.	Provision of adult literacy to groups of people with common interest, and use of group members to provide literacy (fishermen, women groups, etc)	
17	Issues in Education in Zanzibar. Options for Development in the Islands.	Review report	Anna P. Obura	1994	Unpublished	SCF	Internal & external inefficiencies due to large classes, inadequate teaching/learning materials.	Reallocation of teachers. Creation of multigrade classes at upper primary. Secondary Schools be separated from primary to ensure appropriate institutional focus. Innovative curriculum package.	Considered during ZEMAP preparation	
18	Joint Review of Primary Education Programme (PEP)	Review report	K. Mortensen, M. Kinunda, J. Malmberg M. R. Mzale.	1994	Unpublished	DANIDA	Technical educational and managerial and administrative capacities at both central and field levels are very limited. Need to include the module on girls' participation in education to address gender issues in education.	To plan PEP operations as two separate programmes for implementation in the mainland and Zanzibar.	Used in ZEMAP preparation	

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19	The Effect of Home Environment on Secondary school Girls' Academic Performance	M.A. dissertation	Asha Khamis Hamad	1994	Unpublished	-	<p>1. Girls contribute significantly to domestic labour. Hence less time spent on school work. This affects girls' academic performance.</p> <p>2. Boys are expected to have their own households thus considered more responsible and hence more favoured for higher education.</p>	<p>1. Girls should be taught and be prepared to take their roles, but the society should also understand the importance of girls attainment of higher levels of education.</p> <p>2. Parents should be encouraged to change their attitudes so that they engage in more educationally relevant activities with their children.</p>	Not yet made use of.	
20	Management of Decentralisation of Education in Zanzibar: towards the identification of problems and prospects.	M.Ed. thesis	Mbarak M. Abdulwakil	1994	unpublished	-	<p>1. Implementation of the policy experiences varying types & degrees of problems centering on administrative capability.</p> <p>2. Decentralisation is not an end in itself and it does not automatically accomplish equity, efficiency and participation.</p> <p>3. Fiscal problems facing Zanzibar necessitates the decentralisation policy. The education sector requires a lengthy period of gestation before it.</p>	<p>1. The need for political/ governmental commitment & support from national, regional and/or district leaders to transfer some power & responsibilities to local authorities and even at school level.</p> <p>2. Further clarification of the policy at both levels of governance.</p> <p>3. Specific budget allocation to regional & district education offices.</p> <p>4. School committee/ community at local level to have greater decision making responsibility.</p>	Used in the preparation of the Diploma in Educational Management course.	

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21	A study on Community Capacity in Assessment, Analysis and Action in Zanzibar.	Research report	M.R. Khatib M.M. Moh'd, A. A. Makame, A.H. Juma,	1994	Unpublished	UNICEF	It has been found out that the North "A" district of Unguja has performed better than North "B" district in implementation of child survival, protection and development programme. The good performance was attributed to good leadership. The Shehia committees in North "A" district are able to conduct assessment and analysis of a situation facing children and women.	There is need for further training of Shehia committees in North "B". Women economic groups need to be strengthened as they are important entry point for promotion of CSPD activities.	Not availed for use.	
22	Increasing Girls Access to Basic Education in Zanzibar. "Factors Influencing Early Marriages/Pregnancies and Possible Interventions.	Workshop paper.	M.R. Mzale	1994	Unpublished	MoE Zanzibar	Few girls get pregnant in primary schools as compared to those in secondary schools. Factors which include early marriages and early pregnancies are: Peer pressure; economic hardship; girls not sticking to the cultural and religious norms accepted by society; broken homes.	Civic education should be introduced in the schools to equip our young generation with our cultural norms and moral aspects accordingly. Strategies for improving girls' opportunities in education should be developed.	Used in curriculum review.	

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23	The use of Traditional and Contemporary Childrens' Games, Songs and Folklore for Upbringing The Children of the Pre-primary and Primary Schools.	Research report	A.R. Mdowe, H.A. Shamhuni M.S. Suleiman S.J.Tawakali	1994	Unpublished	UNICEF	Zanzibar is rich in oral literature in the form of plays, songs, stories and riddles Children plays and songs could be used as a method of teaching in pre and lower primary classes, Stories generally have a function of developing children's power of attentiveness comprehension and also power of narrating events in a sequential order.	-	Not yet made use of.	

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24	The Situation of Pre-school and Quranic School Education in Zanzibar	Research report	Ministry of Education	1994	Unpublished	UNICEF	The number of Quranic schools in the five surveyed Districts are 831 compared to 65 pre-schools in the same districts. Quranic schools enrol more children than primary schools. Quranic schools enrol 53% female and 47% male children . While majority of pre-school teachers are women with secondary education, majority of Quranic school teachers are men with no formal education but can read and write in the Arabic script.	Quranic schools to be utilized as alternative institutions where basic skills of literacy and numeracy can be taught. Inservice training to be provided on methods of teaching young children. MoE to prepare guidelines for the establishment, management and day to day running of different types of centres. Communities to be mobilised to build more pre-schools.	Precipitated MoE Attention to Quranic Schools.	
25	Basic Education In Zanzibar:Progress, Problems and Issues.	M.Ed. thesis	A. Y. Mzee	1994	Unpublished	-	General unsatisfactory performance of the basic education system in term of internal efficiency.	Urgent improvement of the teaching/learning conditions in schools.	Used in ZEMAP Preparation.	
26	Zanzibar Education Sector Review	Sector review report	J.C.J Galabawa.	1995	Unpublished	UNICEF	Poor conditions, inadequate teaching/learning materials, teaching methods in schools and their effect on quality. Low transition rate to higher/tertiary levels.	Utilization of examinations reports. Improve curriculum. Introduction of cost saving mechanism	The basis for ZEMAP	

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27	Financing of Education in Zanzibar	Review report	Omar Y. Mzee	1995	Unpublished	UNICEF	Decrease in Government financial capacity to support education. Increase in unit cost for the education of a child. The correlation between mothers' level of education and nutritional status of children.	Government to encourage private sector to invest in education.	Private schools are now operating in Zanzibar.	
28	Mother's Education and Children's Nutrition Status.	Research report	A. M. Makungu	1995	Unpublished	UNICEF	Need for more training for teachers especially in health content. More resources required to make the resource centre operational. Lack of detailed baseline data/information for effective evaluation.	Mobilization of community on importance of education to women. Provision of literacy to women. a) Training of heads of schools and teachers in CTC programme. b) Inclusion of Key partners to the CTC committees in schools. c) Strengthen CTC outreach programme. d) Strengthen CTC proctoring & evaluation system.	Integration of CTC aspects into the curriculum.	
29	Child to Child Programme in Zanzibar	Evaluation report	M.J. Kinunda and H. R. H. Hikmany	1995	Unpublished	Agha Khan Foundation	Teaching in Zanzibar schools differ widely from those showing carefully thought out methodologies to the rushed ones. and from the ones where students participate actively to those where no single student takes part. The results in Maths and Science/Life skills are generally poor as compared to the languages.	Head teachers, teachers, school inspectors, district education officers, in-service trainers and curriculum developers to be trained carrying out monitoring and research.		
30	Status Report on Monitoring EFA in Zanzibar	Study report	Ministry of Education Zanzibar	1995	Unpublished	UNICEF/ UNESCO				

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31	School Mapping of Zanzibar VOL.1 (North A", North "B", Urban, Micheweni and Wete District)	Research report	Ministry of Education Zanzibar	1995	Unpublished	MoE & UNICEF	There are some deprived areas which need primary schools. Large schools should be discouraged and it is best to have separate classes for primary and secondary levels in some areas.	The map must be periodically revised to take account of any changes in educational policy and or in social and economic conditions.	The school map has been disseminated for use.	
32	A Comparative Study of Inspectorate Department of Zanzibar and Other Inspectorates in six Countries	Research report for Advanced Course in Educational Inspection and Supervision	Ali H. Jecha	1995	Unpublished	The British Council	That inspectors are not free to criticise while still attached in the Ministry of Education as is the practice in Zanzibar. Having a Director who is also the chief Inspector is a hindrance as he/she cannot perform effectively, while MoE Zanzibar appoints the inspectors, other countries advertise the post. While other countries inform the schools before they go to visit them, Zanzibar does not practice this approach.	The position of Chief Inspector and Director should be held by two different persons. The posts of inspectors should be advertised instead of the present trend of appointing them. Schools should be informed prior to the inspectors visit at least during the basic inspections. To inform the parents through the school committee on the inspection reports, especially on basic inspection.	Used in the reform of the Inspectorate, and in the general review of supervision policies.	
33	A Proposed Framework For Action On The Implementation Of The Zanzibar Education Policy.	Policy Review Paper.	O.R. Mapuri	1995	Unpublished	-	Need for revision of the Zanzibar Education Policy and for the development of a Master plan.	The 1991 Education Policy should be revised and a master plan for the implementation of the Policy need be elaborated.	Used as the basic working paper in the preparation of ZEMAP.	

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34	The State of Education In Zanzibar	Sector review report	The Zanzibar Presidential Education Committee (Chairperson: Prof. Saleh Idris Moh'd)	1996	Unpublished	The President of Zanzibar.	A general pathetic situation of the Zanzibar education system in all its aspects.	Renewed Government effort to address the situation, including much more financial commitment.	In refining ZEMAP.	
35	Education In Zanzibar - Classrooms, Quality and Costs.	Project evaluation report.	A. W. Little, L. Dotto, And T. Luwongo.	1996	1996, Stockholm.	Sida	(1) General stagnation in coverage (esp. adult education) (2) Significant parents' contribution. (3) Most of MoE recurrent budget consumed by salaries.	Sida should continue support.	Not so far.	Report was received very late in 1997

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36	Factors Affecting Assessment Procedures.	A study about the appropriate placement of children with special education needs in educational programmes in Zanzibar (a B.Sc. research paper)	Rose J. Mkwaya	1996	Unpublished	-	<p>(a) Few of the special education staff had attained minimum education.</p> <p>(b) Lack of well common scale profile as an instrument for assessing and identifying the educational needs of the handicapped is the cause of unreliable assessments & screening results.</p> <p>(c) No special educational in assessing handicapped children had been provided to parents.</p> <p>(d) No legal frame-work for special education had been kept by the government.</p> <p>(e) No strategies done to bring together the staff working on disability issues to form a team to work together in a group in order to cater for the needs of the disabled on educational assessments.</p>	<p>(a) To investigate in-depth the present assessment procedure in different institutions of dealing with disability issues.</p> <p>(b) Another study is needed that would involve children who have completed their primary/secondary education in Tanzania Mainland to investigate how the assessment could be an important variable in determining the type of special unit for placement of handicapped children for appropriate education.</p> <p>(c) To conduct a study that would explore the community feelings towards existing special' education programmes.</p> <p>(d) To investigate whether or not there is a point in time when the educational assessment resource centres can be attached to</p>	Not yet made use of.	

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37	Appraisal of Madrasa Education in Zanzibar: A case of two districts	M. A (Education) Thesis	Mmanga M. Mjawiiri	1996	Unpublished	-	There is no centrally prepared curriculum for use by all madrasa. Each madrasa had its own way of selecting topics to teach. The most dominant activity was Quran. There are some deprived areas which need primary schools. Large schools should be discouraged and it is best to have separate classes for primary and secondary levels in some areas.	A formal institution responsible for madrasa education should be established by the Government or individuals or non - Government organisations with. The map must be periodically revised to take account of any changes in educational policy and or in social and economic conditions.	Not yet made use of.	
38	School Mapping of Zanzibar, VOL.2 (South, Central West, Chake Chake and Mkoani).	Research report.	Ministry of Education Zanzibar	1996	Unpublished	MoE UNICEF			The school map has been disseminated for use.	
39	Impact Evaluation of the Child-to-Child (CTC) Health Education Project in Zanzibar.	Evaluation report	D.Komba	1996	Unpublished	Aga Khan Foundation	To some extent CTC project has added appreciably to communities health knowledge and practices. Contrary to expectations, the length of exposures to the CTC project did not seem to make a significant difference to the level of health KAP of the communities. Gender differences exist within the Communities regardless of the pedagogical approaches applied	Support to structures in the schools be strengthened. CTC curriculum be examinable. Project design and implementing ways to be attractive to teachers. At a later stage CTC be a programme.	Considered during integration of CTC into the mainstream curriculum.	

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40	Sera Ya Elimu, Zanzibar (Toleo la 1995) (The revised Zanzibar Education Policy).	Official document	MoE	1996	MoE, Zanzibar	-	-	-	-	
41	The Zanzibar Education Master-plan(ZEMAP) 1996 - 2006	Official document	MoE	1996	MoE, Zanzibar	-	-	-	-	
42	Zanzibar Educational Journal, Issue No. 1/97	Academic papers.	-	1997	Zanzibar	Ministry of Education Zanzibar	Various interesting findings.	Various	-	-
43	Zanzibar Educational Journal, Issue No. 2/97	Academic Papers.	-	1997	Zanzibar	Ministry of Education Zanzibar	Various interesting findings.	Various	-	-
44	Baseline Survey on Health and Nutrition for the School Centred WES Programme.	Survey report	H.M. Chwaya	1997	Unpublished.	UNICEF	Nearly 60% of the children surveyed were malaria positive, more than 30% were infected with ascaris and hook worm; over 70% with trichuris and 14% with schistosomiasis. More than 68% of the surveyed children had haemoglobin levels of less than 11g/dl.	To set up an agenda for the control of anaemia and its causal factors in children. The strategies should include both decreasing iron loss and increasing iron intake.	Not made use of as yet.	
45	Secondary English Language Orientation Project.	Evaluation report	A . Brumfit H.R.H .Hikmany	1997	Unpublished	Aga Khan Foundation	Most teachers have not shown confidence in the language and teaching methodology, something which affects their performance.	There is need for teacher development Programmes.	It was used for development of Teachers' Advancement Programme (TAP).	

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46	Appraisal Report on Zanzibar Education Master Plan (ZEMAP) 1996 - 2001.	Appraisal report	The Special Presidential Committee.	1997	Unpublished	Government of Zanzibar.	ZEMAP is too ambitious.	Stretch ZEMAP implementation from 5 to 10 years.	Was used in refinement of ZEMAP and extension of implementation time.	
47	Alternative learning for out-of school children.	Consultancy report	F.E.Bazalgette, A.E.M.Smulders, Z. K. Khamis, G. R. Kisasi, K.M. Mwinchande	1998	Unpublished	ADB	A large proportion of children remain out of school due to low admission rate, low retention rates and high drop out rates.	An alternative learning approach for out of school children should be designed.	Not yet availed for use.	
48	A Baseline Study on the Balance of Girl's Participation And performance in Science and Mathematics in Zanzibar	Baseline study.	H. Khaifan, M.Mbarouk, K.A.Moh'd, R.Ramadhan, A.H. Moh'd	1998	Unpublished	FAWE	Performance of girls in Science and Mathematics is poor than that of boys at secondary level. The teaching of Science and Mathematics at secondary school level is dominated by male teachers.	Girls should be encourage to put much more emphasis in learning Science and Mathematics by establishment of science clubs and science competitions.	Just completed.	
49	The Quality of Education: Some Policy Suggestions Based On A Survey Of Schools: Zanzibar.	Research report	IIEP and Ministry of Education.	1998	IIEP, Paris	SACMEQ	An appalling academic performance at the primary level. Low reading achievement levels.	Whole population should be mobilized to help in the overall improvement of the whole education	-	
50	Ripoti Fupii Ya Urekelezaji Wa Mpango Mkuu Wa Elimu Wa Zanzibar - 1996/97.	ZEMAP Implementation report 1996/97	MoE	1998	MoE, Zanzibar	-	An encouraging take-off of ZEMAP despite political problems.	-	-	
51	Tathmini Ya Uboru Wa Elimu Itolewayo Zanzibar.	Quality assessment report	O.R. Mapuri	1998	Manuscript for publication.	-	General dismal performance in secondary level national exams.	Parents and the community should contribute more to the improvement of quality.	-	



REVOLUTIONARY GOVERNMENT OF ZANZIBAR

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EDUCATION IN AFRICA:
The Zanzibar Case Study**

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