



# Leading Learning

A report on effective school leadership  
and quality education in Zanzibar



THE REVOLUTIONARY GOVERNMENT  
OF ZANZIBAR MINISTRY OF EDUCATION  
AND VOCATIONAL TRAINING



## Ministry of Education and Vocational Training Zanzibar

The Ministry of Education and Vocational Training Zanzibar is responsible for the provision of education, a priority sector of the government of Zanzibar. In September 1964, the government of Zanzibar declared free, compulsory education for all. The declaration has brought a tremendous expansion at all levels of education, with enrolment increasing considerably.

From 2001 to 2010, the number of pre-school institutions increased from 121 to 238, with the number of children joining these classes increasing from 13,156 to 29,732.

Secondary school enrolment rose from 6,436 in 2001 to 31,125 in 2010. Within this time period, the number of secondary school teachers also increased from 6,457 to 10,997.

The Ministry has expanded access to tertiary and higher education in teacher training, foreign languages, social sciences, general sciences and other disciplines at university level. There are currently two private universities and one public university owned by the government.

The Ministry is very keen on the promotion of technical and vocational training. This is an investment aimed at creating self-employment among young people after the completion of basic education. In pursuit of this goal, a technical college has been transformed into an institute of science and technology, and an authority to deal with vocational training has been established within the Ministry's structure.

Currently Zanzibar is changing from a system that provided seven years of primary education and three years of secondary basic education (including a one-year orientation secondary class), to a more ambitious system that provides two years' pre-primary, six years' primary and four years' secondary basic education. Two years of advanced secondary and three years of higher education are also available.

While Zanzibar has made progress on basic education enrolment (the gross enrolment rate currently stands at 106 per cent), it still has challenges to overcome in terms of equity of access, quality and relevance in education.

In this context, the government and the community have been actively addressing education goals and objectives through programmes such as increasing the number of schools and classrooms, promoting equity, developing non-formal education and promoting distance learning.

Development partners have supported the provision of textbooks and school furniture, while the private sector and non-governmental organisations (NGOs) have been collaborating with communities and school management to improve leadership for the promotion of quality education.

We are always indebted to, and wish to express our sincere gratitude to, our community and parents, NGOs and development partners for their initiatives and commitment towards the realisation of our noble goals in education.

VSO is one of our most exemplary partners, for its practical support for teacher centre improvements, school management and training of teachers. The organisation is very good at providing appropriate people, in line with our requests. We hope VSO will continue this excellent performance in the coming years.

## VSO

VSO is the world's leading international development agency that works through volunteers to fight poverty. We have offices in over 50 countries working on our development programmes and building global understanding of the causes of poverty, through advocacy and development awareness activities. At any one time, we have approximately 1,500 volunteers working in partnership with local people and organisations, sharing their skills and expertise to help find long-term solutions to poverty. While VSO originally started in the UK, the organisation is now structured around independent federation members in the UK, Canada, Kenya, the Netherlands and the Philippines, as well as partnerships in Ireland, India and Australia. Members work together in international teams to recruit volunteers and raise funds to support our work.

VSO has education programmes in 18 countries in Africa, Asia, the Pacific and the Caribbean. Volunteers support improvements in education by working in teacher training colleges and with groups of schools on developing teaching methods. They also work within the mainstream education system to overcome the barriers facing marginalised groups, for example by improving the provision of inclusive education, and with local government offices and education ministries in areas such as assessment, strategic planning, national curriculum development, monitoring and evaluation, and national quality standards.

VSO also undertakes national-level advocacy research through its Valuing Teachers campaign (see inside back cover for more details) and is an active member of the Global Campaign for Education (GCE), an international coalition of civil society organisations and education unions that mobilises the public to pressure governments to provide the free education for all children which they promised to deliver in 2000. For more information, visit: [www.vsointernational.org](http://www.vsointernational.org)

## VSO in Zanzibar

VSO Tanzania has had the privilege of working for and alongside the Ministry of Education and Vocational Training (MoEVT) for the past 40 years. During this time we have seen significant growth in students' access to education, and the Ministry of Education is to be warmly congratulated on its strong progress towards achieving its Millennium Development Goal of 83.6 per cent net enrolment in primary school.

VSO Tanzania has supported the MoEVT through the recruitment of professional volunteers at all levels, from school, teaching centre and teachers college, to National Teacher Resource Centre and Ministry. The MoEVT and VSO's programme focuses on improving quality education by building the capacity of teachers, tutors, in-service advisors and education leadership. The interaction between professional volunteers and skilled Zanzibari professionals has resulted in the development of good practice. Examples include the good-quality teaching learning that can be seen at Saateni pre-school in Zanzibar.

VSO Tanzania looks forward to supporting the MoEVT in its plans to scale up good practice, empower head teachers to lead learning and deliver quality education for all.

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The views expressed in this report are representative of the individuals who participated in the research and may not necessarily reflect the views of VSO Tanzania or VSO International.

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## Acronyms and abbreviations

<b>DEO</b>	district education officer	<b>REO</b>	regional education officer
<b>DFID</b>	Department for International Development, UK	<b>SACMEQ</b>	Southern African Consortium for Monitoring Educational Quality
<b>EFA</b>	Education for All	<b>SDP</b>	school development plan
<b>ESA</b>	Educational Situational Analysis	<b>SMC</b>	school management committee
<b>GCE</b>	Global Campaign for Education	<b>SMT</b>	senior management team
<b>GDP</b>	gross domestic product	<b>START</b>	<i>Simple Toolkit for Advocacy Research Techniques</i>
<b>GER</b>	gross enrolment rate	<b>TC</b>	teacher centre
<b>INSET</b>	in-service training	<b>UNESCO</b>	United Nations Educational, Scientific and Cultural Organisation
<b>MDGs</b>	Millennium Development Goals	<b>WSD</b>	whole school development
<b>MoEVT</b>	Ministry of Education and Vocational Training	<b>ZEDP</b>	Zanzibar Educational Development Plan/Programme
<b>NER</b>	net enrolment rate	<b>ZEP</b>	Zanzibar Education Policy 2006 (EP06)
<b>NGO</b>	non-governmental organisation		
<b>NTRC</b>	National Teacher Resource Centre		

# Executive summary

Zanzibar has made great achievements in the provision of schools since independence, growing from some 20 schools in 1964 to almost 350 in early 2010. However, maintaining quality within this enormous expansion, in times of fiscal stress, has been difficult and a report by the Southern African Consortium for Monitoring Educational Quality (SACMEQ; Nassor and Ali Mohammed, 1998) shows there is limited attainment in schools. The Ministry of Education and Vocational Training (MoEVT) is seeking to raise the quality of education and is now looking to head teachers to lead learning in schools and thus boost achievement in the classroom. School leadership is of great interest to Zanzibar, as one of the major claims from international research on school leadership is that it has a significant effect on students' learning. This view sets the background for this report and the subsequent recommendations.

VSO has conducted Valuing Teachers research in 14 countries since 2000, which investigated the relationship between teachers' motivation and performance. More recently, VSO has turned its attention to school leaders, first in the Maldives, with the publication of a report entitled *Valuing School Leaders*, and now in Zanzibar.

VSO Tanzania has worked alongside the MoEVT in Zanzibar since 1970 to support change and development towards the Ministry's vision. In the last few years, VSO has focused primarily on supporting the MoEVT in:

- the development of good early years practice in Pemba and Unguja
- the transition to teaching through the medium of English at upper primary and lower secondary levels in Dunga and Wete
- developing a draft inclusion education policy.

It is hoped that this research will inform VSO Tanzania's partnerships with all education stakeholders on the islands and inform collaborative work. *Leading Learning* therefore seeks to provide suggestions to stakeholders about what can be done to empower head teachers in Zanzibar in order that they are able to improve the quality of education for their students in the classroom.

The objectives of the research were to seek stakeholders' views on:

- quality education on the islands
- the ability of head teachers to positively influence teachers' motivation and abilities
- the ability of head teachers to improve resources in schools
- the enablers and disablers to effective school leadership.

The report contains 10 chapters:

- Chapter 1 introduces the research, describes its scope and methodology and sets the context.
- Chapter 2 looks at the socio-economic context and gives an overview of the education sector.
- Chapter 3 looks at the current debate around quality education and school leadership, and summarises and discusses the research findings. Analysis of participants' comments led to the emergence of six themes that seem to encapsulate their contributions and provide the most rigorous starting point for discussion and recommendations.
- Chapter 4 looks at head teacher status, authority and competence.
- Chapter 5 looks at accountability and appreciation.
- Chapter 6 looks at participatory vision and planning.
- Chapter 7 looks at coordinated training.
- Chapter 8 looks at raising teachers' professional profile.
- Chapter 9 looks at the centrality of teaching and learning.
- Chapter 10 provides a summary of recommendations, a discussion about managing change and a proposal to target a small number of pilot schools as a pragmatic way to contextualise changes within the economic, political and cultural context of Zanzibar.

## Summary of the research findings and recommendations

There is general agreement that the quality of education in Zanzibar has declined, and a consequent desire for this to be addressed. There are many examples of good practice among head teachers and teachers on the islands. In order to build on these, the following issues raised by participants need to be addressed.

Overwhelmingly head teachers are felt to lack the necessary authority and support to manage teachers and students effectively. There is a need for the systems and procedures that deal with personnel issues to be applied rigorously, and head teachers need management training. Both of these interventions would enhance their ability to improve teacher performance. Head teachers should plan effectively for school improvement with staff in order to promote a shared view of the outcomes of change. This view should hold teaching and learning as the central issue for all activities in school.

Teacher competence and motivation were the most commonly cited problem areas for the quality of education in Zanzibar. Yet teachers often work in difficult and demanding conditions, with large classes and insufficient resources. They have many training needs that are not currently being adequately met, so their levels of competence in many areas remain low. This combination of factors often results in low motivation and morale. In addition, teachers are poorly paid and many research participants feel that a salary increase would have the single most significant effect on motivation.

There is a need for clarity about the specific skills required of students on leaving school, and a need for benchmarks to establish steps of attainment. Instigating progressive attainment targets which value qualitative indicators of achievement and not simply quantitative (exam-driven) results would provide greater relevance to employability, lifelong learning and societal benefits.

Many participants see redressing the lack of resources as a key route to rebuilding quality in schools. However, there is a lack of clarity as to the effect that the arrival of necessary resources will have in the classroom, or what will happen without them in the interim. Thus it is vital to refocus attention on teaching and learning in the classroom.

The MoEVT has a strong commitment to training. The training needs of education workers are great. For the current system of training (both in-service and pre-service) to be efficient and cost-effective, there is a need for coordination between services, informed by relevant monitoring and evaluation.

Moving education forward through the necessary stages will require a combined effort by all stakeholders. To stimulate this, there should be an ongoing islands-wide discussion about education, involving all participants. The voices of head teachers and teachers should be prominent in this debate through consultation at district, regional and national levels. School management committees (SMCs) also have a central role in supporting schools to build a dialogue with their local communities to increase awareness and support.

The recommendations from this research can be divided into different categories determined by the types of stakeholders that would be responsible for implementing them. The stakeholders have been identified as:

- the MoEVT
- head teachers
- teachers
- the Inspectorate
- in-service training (INSET), the National Teacher Resource Centre (NTRC) and teacher centres (TCs)
- pre-service teacher trainers
- SMCs.

Each of the following recommendations is discussed in more detail in the relevant chapters of this report.

## Recommendations for the MoEVT

- Establish the head teacher position as an official post.
- Establish a specific head teacher qualification awarded on completion of a tailored head teacher/school leadership training course with both practical and theoretical components, including financial management.
- Instigate an incremental pay scale for head teachers commensurate with their level of responsibility, within budget constraints.
- Establish a culture of accountability by clarifying areas of head teacher authority and responsibility, and ensure these are supported by processes at all levels of the education system, including SMCs.
- Establish the role of the head teacher in promoting the centrality of teaching and learning in schools.
- Every school should write a clear, two-year school development plan (SDP) stating how it intends to raise the standards of teaching and learning.
- Review conditions of service, salaries and job descriptions for teachers.
- Encourage the institutionalisation of an appreciative approach to school, head teacher and teacher evaluation and appraisal processes.
- Consult regularly with head teacher and teacher representatives about new initiatives and changes, by extending the head teachers' committees to include representative groups at cluster, district and national levels.
- Ensure head teachers' professional development is based on good practice – Inspectors and TCs should collate and discuss good practice across the islands, and establish a peer coaching system.
- Establish a performance management system to monitor teacher and head teacher performance. Ensure there is training in the relevant skills for head teachers and selected Ministry personnel.
- Introduce mentoring as an appreciative way to support professional development.
- Set up regular meetings between the different organisations in the education system (eg pre-service training, NTRC, Inspectorate), coordinated at regional and MoEVT levels, to ensure the sharing of information, initiatives and joint planning. Coordination with NGO projects would also be desirable to ensure a consistent approach.
- Work closely with SMCs (training and regular meetings at a district level) to help them build a dialogue with the community about teaching professionalism and the head teacher role.
- The MoEVT should encourage an ongoing national debate about education at all levels of the system to develop a shared outcomes-based vision. Structures such as directed staff meetings in school, SMCs, school activities with the community and media and displays of work at the Ministry could help enliven the debate.

- Clarify the specific skills the Ministry wishes students to leave school with and the benchmarks that will support their development.
- Encourage schools to improve their physical environment with the use of no-cost/low-cost materials, and ensure that head teachers continue to include this in their school development plans.
- Ensure Parents' Days take place annually in schools.
- Allocate a set number of INSET days for schools, at which attendance of teaching staff is compulsory.

## Recommendations for head teachers

- Establish with staff a clear vision of quality teaching in the classroom and develop a progressive plan to achieve this.
- Ensure all head teachers and senior members of staff have the skills required to deliver training and to effectively monitor and support teachers following training.
- Make supervision of teaching and learning a central activity for head teachers and senior management teams (SMTs).
- Ensure clear and transparent systems and procedures for monitoring teaching and learning.
- Following a needs analysis of training requirements, ensure coordination of training at a school level so that it is designed to meet the needs of all staff and support whole school development.
- Ensure regular staff meetings take place, with discussions about quality education and its constituents as a regular agenda item (see Appendix 1 for some elements of a good lesson proposed by participants in this research).
- Build a culture of appreciation and standardise the recognition of good practice.
- Build close collaboration between the school, the SMC and the wider community.
- Continue to involve the community in improving the physical environment.
- Encourage the development of no-cost/low-cost resources in schools through panels. Directed time will need to be made available for this.
- Build the student voice in school (eg by expanding the role of school student government and the number of members).
- Encourage parental interest and involvement in students' learning by displaying their work, sending letters home about good work and establishing noticeboards, etc.

## Recommendations for teachers

- Help create an energy about quality education by contributing to discussions and debates around education in staff meetings and with colleagues.
- Help to raise the professional profile of teachers through taking responsibility for building professional standards within schools and by supporting consultations at district and national levels.

- Encourage student participation as a time-efficient method of teaching and classroom management and an efficient system of learning for students.
- Encourage the participation of the community in the life of the school.
- Ensure that you have the opportunity in your school to work with other teachers to share ideas and solve problems together.
- Encourage discussion and debate with students in the classroom (eg about quality education, what students can do to contribute, 10 top tips for a good lesson, etc).
- Develop skills in mentoring and coaching.
- Ensure all head teachers and senior members of staff have the skills required to deliver training and effectively monitor and support teachers following training.
- Ensure TCs maintain regular contact with schools' training activities through TC management committees, and pair up schools with similar training needs.

## Recommendations for the Inspectorate

The Inspectors are a very experienced group with a comprehensive overview of education on the islands. They are soon to become an autonomous body. In addition to their role in monitoring teaching and learning in schools, it would be useful for them to consider which of these roles they could fulfil:

- mentoring and coaching head teachers
- introducing mentoring or coaching as an appreciative way of supporting professional development
- identifying gaps in teacher education across the islands so they can make a major contribution to the coordination of training programmes
- highlighting and disseminating good practice
- contributing to the implementation of new training courses for head teachers.

## Recommendations for in-service training, NTRC and teacher centres

- Strengthen the capacity and management of TC staff.
- Ensure the provision of a clear, detailed TC development plan.
- Build the capacity of TC personnel through training and conferences.
- Establish more consistent coordination between the different training and monitoring services.
- Collect head teachers' and teachers' views about their training needs. Feed back to pre- and in-service trainers and use this as a basis for TC planning.
- Ensure TC staff use TC management committees to record individual school training plans, and take a lead role in identifying schools with similar training needs, to facilitate joint training activities between schools. (Sub-clusters are already planned to take this approach forward.)
- Provide support for teachers by breaking down the curriculum into small practical units, with a particular focus on English.
- Coordinate and disseminate good practice between schools in cluster areas.
- Support school-based training by providing set training modules to support whole school development.

## Recommendations for pre-service teacher trainers

- Carry out a needs analysis to clarify the number of teachers needed for each subject and ensure sufficient numbers of teachers are trained in science, maths and English to meet the present shortfall.
- Reduce appropriately the number of teachers graduating in subjects of teacher surplus.
- Ensure teachers leave initial teacher training with skills in basic curriculum management.
- Ensure teachers finish initial teacher training with sufficient English competence to deliver their subject.
- Introduce a probationary period as an extension of initial teacher training.
- Obtain regular feedback from the Inspectorate and TCs concerning gaps in skills to be addressed during pre-service training.
- Attend regular meetings between the different training organisations (teacher training colleges, NTRC, Inspectors) to share information and initiatives, and to facilitate joint planning.

## Recommendations for school management committees

- Ensure SMC members fully understand the systems and procedures related to the management of staff in schools.
- Support schools in monitoring teacher attendance and performance, curriculum delivery and student performance.
- Consult with head teachers about school development plans.
- Encourage greater awareness among teachers of the importance and implications of attendance at community meetings.
- Work with the school and community members to ensure parents receive regular feedback about pupil progress.
- Build parents' voices through regular feedback to and from schools.
- Support schools to mobilise community assistance with no-cost/low-cost resources.
- Initiate dialogue with other SMCs to share good practice, discuss issues and solutions.

# 1. Introduction

## 1.1 Scope of the research

This aim of this research is to give a voice to head teachers and others in the school system by exploring the views of different stakeholders on quality education and effective school leadership. The research seeks to provide useful information to policy makers about what can best support the achievement of the Education for All goals in Zanzibar.

## 1.2 Research focus

The focus of the research was jointly agreed between the Commissioner for Education and the VSO Programme Manager for Education. It reflected the areas considered most pertinent in the transition between the quantitative efforts that Zanzibar has made over the past 40 years (schools, buildings, classrooms, enrolment) and the qualitative aspects of education (teaching and learning, pupil participation) that it has wanted to enact. It also placed schools and head teachers centrally as agents of change.

The research questions investigated were:

1. What is quality education (ie what is the overall desired outcome)?
2. What does the effective leader do to develop quality education? This is a key route towards the overall desired outcome.
3. What are the enablers of this effective leadership?
4. What are the constraints on effective leadership and how can these be overcome (ie what needs to happen to support effective leadership)?
5. What would be needed to ensure that any recommendations have the maximum impact on practice?

## 1.3 Research methodology

This is a qualitative research project, designed to provide a rich and detailed picture from a small but representative sample of participants. The aim has been to provide a detailed picture at a micro level that can be useful for macro-level policy debates. To develop this picture and, in the process, highlight potential solutions to the challenges reported by the research participants, the researchers used two guiding principles:

- Focus on concrete details: 'If you can see it, you can do it.'
- Translate abstract concepts (eg good student participation) into practical actions (students asking and answering questions).

The clearer the description, the more useful the information is for informing changes in policy or practice. To help uncover such concrete details, the researchers employed the following questions to encourage participants to explore the concepts under discussion in depth:

- **Actions:** *What is happening? What are you doing? What are others doing? What does that look like?*
- **Effects:** *What difference does that make? What effect does this have? What is already working? What is already happening, even if only occasionally?*

As a point of principle, the researchers also tried to identify the strengths apparent in the education system. Recognising existing good practice provides clues to more straightforward solutions. It also highlights capacities already there. This is encouraging and motivating to the people you are working with, and sends a clear message that desirable actions *are* possible.

## 1.4 Understanding the context

Zanzibar is a small island with a strong and supportive community. Relationships are highly valued and there is much support and shared knowledge throughout the island. At the beginning of the research it was important to spend time developing an understanding of the Zanzibari culture and approach to education, and some of the key issues faced. The relationships developed during these initial stages were vital in subsequent phases and helped to widen the researchers' view of education from the 'Eurocentric ideal' towards something more specifically related to Zanzibar.

The project was based with the Inspectorate, and preliminary visits were made to some schools with members of the inspection team.

## 1.5 Stakeholder analysis

The VSO START research methodology (VSO International, 2005) was used to divide stakeholders into different categories.

Initial interviews were held with secondary and tertiary stakeholders. These highlighted some of the strengths of the system and relevant issues faced. The research outline was also introduced at a large meeting of head teachers on Unguja. Two workshops were observed and pilot questions put to a group of student teachers.

Category of stakeholder	Examples
Primary stakeholders – those directly affected by the subject under research All based in and around schools	Head teachers Teachers Parents Students
Secondary stakeholders – those who can both affect and are affected by the subject under research All directly linked to schools	District education officers Inspectors Teacher centre staff Head of the National Teacher Resource Centre Teacher advancement programme VSO volunteers and other NGOs working in the field of education
Tertiary stakeholders – those in positions of power who are able to affect the subject under research Based at the Ministry level	Permanent Secretary Commissioner for Education Directors of departments

## 1.6 Relevant research

Tracking down relevant research that had already been carried out was important to ensure the research was informed by previous research and policy discussions. The documents most relevant to this research were as follows:

1. A PhD thesis by Abdul Hamid Mzee (the previous MoEVT Principal Secretary) looked at perceptions of leadership of both policy makers and some secondary head teachers in Zanzibar (Mzee, 2007). It undertook a critical review of literature on effective school leadership and professional development, and described head teacher and policy-maker perceptions of the actions and competencies needed by an effective school leader. Interestingly in this regard it found that only senior officials deemed *“the presence of shared vision and mission”* to be important for head teachers.

Its author felt the study demonstrates that effective school leadership is contingent on the extent to which head teachers are transparent and accountable to stakeholders. It discusses upward accountability, with school authorities accountable to superiors. It sees the Inspectorate as the main organ for enforcing this, and its failure to operate effectively results in an inability to enforce upward accountability. With regard to downward accountability (the obligation to students), the lack of specific learning standards for different stages of learning means there is no transparent mechanism besides exams to help stakeholders know whether students are receiving a good education.

2. An investigation into the quality of education in Zanzibar made some policy suggestions based on a wide-ranging survey of schools (Nassor and Ali Mohammed, 1998). The survey looked at pupils' literacy and numeracy skills in Standard 6, characteristics of these pupils and their teachers, teaching conditions in primary schools, what aspects of teaching designed to improve quality education were in place, and the general condition of school buildings. The report made many recommendations and ended with the comment (Nassor and Ali Mohammed, 1998:103):

*“What is clear from this survey, however, is that there is a crisis in the primary school education system in Zanzibar and that an enormous effort is needed to improve the whole education programme that is being offered. This is a matter for the whole country and the whole population must be mobilised to help in this all-out effort.”*

3. Research commissioned by the Zanzibar Educational Development Association for the MoEVT (Tanga et al, 2008) involved a series of consultations with three cluster groups of head teachers on Pemba and Unguja. They were asked what hindrances there were to carrying out their jobs effectively and what other powers would help them. In response was often highlighted a lack of authority along with the many responsibilities of a head teacher's job. Other issues raised included the limited resources in schools and the top-down management approach of the Ministry, which limited their opportunities to discuss issues with their superiors.

## 1.7 Data collection and analysis

### Geographical areas

Initially, the Ministry identified two areas: the Dunga cluster, a rural district in the centre of Unguja, and the Wete cluster (the second major town) in the north-west of Pemba.

It was decided to describe the schools in the town area as urban and the schools outside the town area as rural. The Kiembe Samaki cluster on Unguja – an urban area – was added to facilitate triangulation. A case study was carried out in a rural primary school in an independent area. Altogether 270 participants took part in the research.

### Focus groups

Each of the three geographical areas chosen for the research has a teacher centre (TC) that works with a cluster of schools. In each of these areas, 10 primary schools and 10 secondary schools were selected at random. In the Dunga and Kiembe Samaki clusters, the head teachers from the 20 selected primary and secondary schools were requested to attend a head teachers' group and assist with the organisation of focus groups. In Wete, focus group participants were organised with the TC coordinator through the NTRC as follows:

- Primary head teacher focus groups.
- Secondary head teacher focus groups.
- Teacher focus groups – five primary schools and five secondary schools were randomly requested to send one teacher each.
- Parent focus groups – five schools were randomly requested to send a parent and five to send a parent member of the school committee.
- Student focus groups – five schools were randomly requested to send a Form 2 boy and five schools to send a Form 2 girl.

There were five focus groups held in each cluster area with primary head teachers, secondary head teachers, primary and secondary teachers combined, parents and SMC members, and students. That there were two focus groups for head teachers reflects 'purposive' sampling (that is, head teachers were sampled more heavily because of their central importance to the research and subsequent recommendations). Altogether there were 141 participants, of whom 81 were male and 60 were female.

There were two secondary stakeholder groups (comprising the NTRC coordinator, TC coordinators, district education officers (DEOs) and the director of the Teacher Advancement Programme). In these there were 18 participants, of whom 14 were male and four were female.

It was also important to give a voice to traditionally disadvantaged groups. One focus group came from the Alternative Education Centre, where there were 10 participants, five of whom were male and five female. Three focus groups were held with disabled students, their parents and their teachers. Altogether there were 52 participants, of whom 18 were male and 34 were female.

In total there were 221 focus group participants, of whom 118 were male and 103 were female.

A pilot group of 10 Inspectors preceded this work (eight were male and two were female).

### Individual interviews

Thirty-nine interviews were conducted (with 22 male and 17 female participants). Individual interviewees were selected through recommendations from secondary and tertiary stakeholders, from focus group members and from effective practitioners. Questions for the individual interviews were influenced by the original research remit, clarification of focus group findings, an interest in locating strengths in the Zanzibar education system and an interest in key challenges and potential solutions. An iterative cycle of interviews was used whereby ongoing analysis and evaluation informed the design of the next step. This facilitated a closer examination of points raised and confirmation or negation from other sources.

### Data analysis

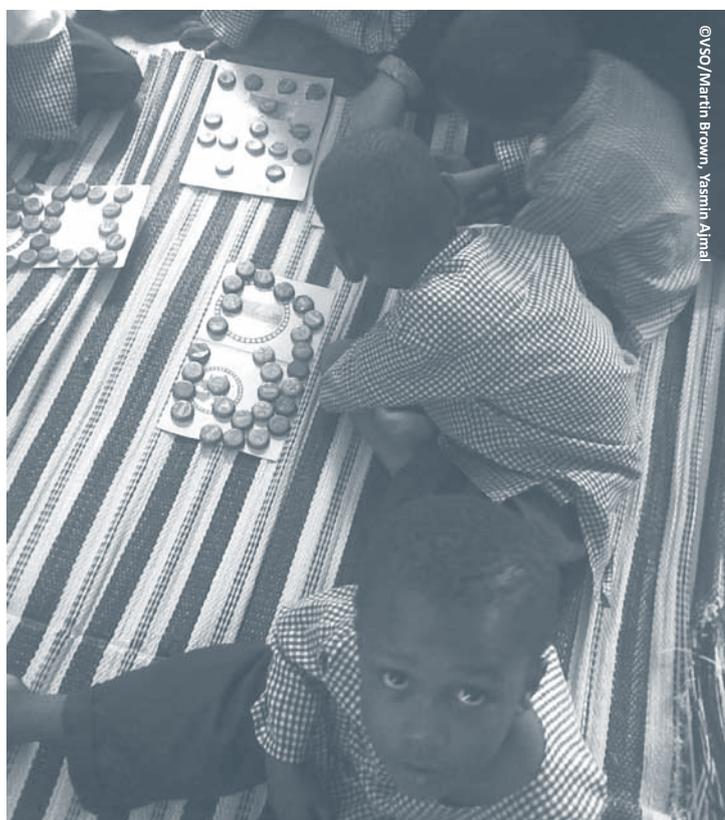
VSO has developed a process specifically to support participatory research – as documented in START (*Simple Toolkit for Advocacy Research Techniques*). It is a multi-step procedure to support

the classification of a wide range of factors and the relationships between them. The whole process is designed to represent the voices of participants as it moves from abstractions to solutions. The START process was used as a guide to analysis (VSO International, 2005:37–47). Six themes emerged that seemed to encapsulate the contributions from the participants and to be the most rigorous starting point for recommendations:

1. Head teacher authority and competence
2. Accountability and appreciation
3. Participatory vision and planning
4. Coordinated training and support
5. Raising teachers' professional profile
6. Centrality of teaching and learning.

These themes were presented to a mid-review meeting of the SMT of the Ministry in November 2009. The purpose of the meeting was to:

1. Promote a shared understanding of the research process and key findings
2. Review the key findings
3. Prioritise the findings according to relevance
4. Begin the process of moving towards recommendations and identifying MoEVT staff to support this process
5. Establish the audience for the final report.



Children at nursery learn using low/no cost materials.

## 2. Contextual analysis

### 2.1 Policy context

Providing access for all children to good-quality, basic education is a theme that has dominated discussion and action in low income countries over the past 15 years. It is the aim of both the Millennium Development Goals (MDGs) and Education for All (EFA) goals agreed by world leaders in 2000.

Zanzibar has an impressive record of enabling access to basic education. This has been growing at all levels in recent years, and the number of students at primary and secondary levels has increased from 163,000 in 1997 to 285,406 in 2009 (Minister of Education, 2009). Population growth is currently 3.1 per cent per annum (MoEVT, 2006:8), so this represents a significant increase over and above the increase needed to meet pupil demand.

However, for some time it has been recognised that mere attendance at school does not guarantee competencies in basic skills, and that: *“Some groups of children continue to be left behind and evidence suggests that much education available in low income countries is of low quality”* (GCE UK, 2008:1).

**“...we believe that by working to make classrooms and schools ‘better’ in terms of relevant, efficient, creative and inclusive learning environments we are, in turn, contributing to broader, social efforts to improve the quality of life.”**

*(Unesco; Stephens 2003:6)*

#### MDG Goals

- Goal 2:** Achieve universal primary education, which contains Target 3: Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling; and
- Goal 3:** Promote gender equality and empower women, which contains Target 4: Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015.

#### The EFA Declaration of Equity and Equality in Education (Unesco, 2000) includes:

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

A study of the maths, English and Kiswahili competencies at primary (Standard 6) level on Zanzibar (Nassor and Ali Mohammed, 1998) found that competencies in maths and English were very low, with more success in Kiswahili. Thus attention has turned to the quality of the education children receive once they are in the classroom.

A further imperative comes from economic concerns. Firstly, as education takes on a more strategic role in the reduction of poverty and inequality (MoEVT, 2007c:8), so efforts directed solely at increasing quantitative inputs have given way to an emphasis on educational attainment: *“Expansion of educational opportunities has not markedly reduced income inequality, underdevelopment, and poverty, possibly because of the poor quality of education”* (Vegas and Petrow, 2008:xxii). Secondly, the effect of globalisation and the consequent competition for jobs is widely acknowledged:

*“As the economics of nations compete for strong positions within a competitive global marketplace, many governments have become increasingly interested in the performance of all the education system.”* (Anderson, 2005:1)

The significance of globalisation is well recognised in Zanzibar. The recently established East African Union means that Zanzibaris will be competing with citizens from other East African countries in the employment market.

Parallel to the focus on quality education has been an interest in effective school leadership. There is a large body of research<sup>1</sup> that sees effective school leadership as being a necessary component of schools demonstrating quality education, next in importance only to the quality of the curriculum and teachers' instructional abilities. In the UK it is rare to read an inspection report that assesses a school as 'outstanding' for the quality of its education, without its leadership and management also being praised as effective. Similarly, in Zanzibar the Inspectorate would agree that schools that are working well all have competent, committed head teachers at their core. School leadership has been placed centre stage in many countries because of a desire for educational change, a need for accountability about student learning and an aspiration to raise pupil outcomes.

**“At present there is a very limited capacity for technical and vocational education training in the country... [A]s a result, a significant proportion of skilled labour in Zanzibar is imported from outside the country.”**  
(MoEVT, 2006:34)

There is a commitment by the government to improving the quality and effectiveness of the education system. The Vision 2020 describes the desire to create: *“A democratic and peaceful society enjoying a high quality of education and livelihood and committed to lifelong learning to effectively respond to development challenges”* (MoEVT, 2006:4).

In order to achieve this, the mission is: *“To strive for equitable access, quality education for all and promotion of lifelong learning”* (MoEVT, 2006:4).

This vision and mission were translated into a number of strategic education objectives laid out in the Zanzibar Education Policy (ZEP) (MoEVT, 2006) and the accompanying Zanzibar Educational Development Plan/Programme (ZEDP) (MoEVT, 2007a) following a number of review studies (MoEVT, 2007b, 2007c). In addition to the expansion of compulsory basic education to 12 years, the strategic objectives highlight the need to improve the quality and effectiveness of the education system and provide learners with the skills to realise their potential as citizens. Key pathways to this include the provision of a safe and conducive education environment, effective and committed education managers and access to ICT, science, technical and vocational education.

1. See, for example, research produced by the UK's National College for School Leadership: [www.nationalcollege.org.uk/index/leadershiplibrary.htm](http://www.nationalcollege.org.uk/index/leadershiplibrary.htm)

## 2.2 Education context

### MoEVT budget

Government expenditure on education has been in the region of 4.0–4.5 per cent of GDP in recent years. By far the largest expenditure is in personnel (81 per cent), and teachers account for 88 per cent of MoEVT employees (MoEVT, 2007b:28).

The World Bank is providing some US\$42 million (over Ts68 billion) towards the Zanzibar Basic Education Improvement Project. This project seeks to improve the quality of education through teacher training, curricular reform and revision of learning materials. Additionally it will finance in-service training for head teachers, Inspectors and TC advisors in preparing them for their role in the supervision and support of teachers. Infrastructure is to be enhanced through the renovation of schools and the construction of 10 new secondary schools – one in each district.

### Teachers

Teachers' wages vary according to their qualifications. In addition to their basic pay, teachers receive a housing allowance of 10 per cent of their salary and a transport allowance.

Currently 9,697 teachers are employed by the MoEVT (see table opposite). It is likely this number will need to increase to match the rate of population increase. The ZEDP (MoEVT, 2007a:55) states that there is no detailed analysis of how many teachers may be required but the MoEVT will make an analysis as part of the ZEDP planning for teacher education. Seventy per cent of teachers at primary level are female but only 36 per cent of teachers at secondary level are female.

### Number of schools

In 1964, at independence, there were 62 primary and four secondary schools catering for 20,000 pupils (Nassor and Ali Mohammed, 1998:7). There are now 347 schools in total on the islands, with 285,000 pupils. This massive increase in the school-aged population has placed a severe burden on schools. Thus there is an established practice of double and even triple shifts of students in many schools – often, though not exclusively, with a different group of teachers. With the addition of pre-primary education (see below), there will be further demand for classroom space and a need to adapt classrooms.

### Total and developmental ZEDP expenditure

Year	Total ZEDP expenditure (billion Tz shilling (Ts))	Developmental costs (billion Tz shilling (Ts))
2008/09	60	31.32
2009/10	66	37.40
2010/11	59	30.21
2011/12	41	11.04
2012/13	46	15.06
2013/14	43	11.30
2014/15	47	16.33
2015/16	51	16.62

Source: (MoEVT, 2007a:98)

### Numbers of teachers (Standard 1–Form 6)

	Male	Female	Total teachers
Pemba	1,345	1,404	2,749
Unguja	2,258	4,790	7,048
<b>Total</b>	<b>3,603</b>	<b>6,194</b>	<b>9,797</b>

Source: (MoEVT 2009:180)

### Distribution of schools in phases

	Pemba	Unguja
Nursery (government)	8	19
Primary	63	68
Primary and secondary	27	74
Secondary	46	42
<b>Total</b>	<b>144</b>	<b>203</b>

Source: (MoEVT, 2009:177)

The distribution of schools in Unguja and Pemba is shown in the bottom table on the previous page. Until the 2006 education policy was introduced in 2009, pre-primary education had been optional and provided by public schools (14 per cent), private schools (41 per cent) and Quranic schools (45 per cent). Following the revisions there will be an expansion of government pre-schools, with many becoming attached to existing primary schools.

The World Bank Basic Improvement Project report highlights the pressure currently placed upon school infrastructure:

*“Rooms are crowded, sanitary facilities inadequate and there are few laboratories or libraries. Since Independence, only three new specially designated secondary schools have been built. Many secondary schools are situated in schools which previously served as primary schools, without proper secondary school facilities such as laboratories, furniture, equipment and standard classrooms.”* (World Bank, 2007:23)

### Class size

School sizes and class sizes vary enormously, with the largest schools and classes found in urban areas. Primary schools of 2,000 students are not uncommon. The ZEDP records the average pupil/teacher ratio at 29:1 or 30:1. This is below the EFA goal of 40. However, in reality class sizes may be over 100, with an increase to up to 200 where there is a lack of teachers in shortage subjects (mathematics and science). A large class is officially defined as being over 80.

### Educational phases

Zanzibar has shown a consistent commitment to the provision of compulsory free basic education since 1964 and was one of the first sub-Saharan African states to implement a 10-year basic education cycle. Until recently this comprised seven years of primary education (7–13 years) and three years of secondary education (14–17 years), with the first year of secondary education comprising a specialised OSC (orientation secondary class). This orientation year was introduced to strengthen the English language and mathematical ability of pupils in preparation for the secondary curriculum, which is taught in English (with the exception of religion, Arabic and Kiswahili). When the OSC was abolished in 2009 it resulted in a ‘bulge’ in the size of Form 1 in the secondary school, comprising the new intake alongside the previous OSC. This has led to very large class sizes with a huge variation in abilities. It is not unusual to find class sizes of over 100 students in this year group. The basic education cycle has now been lengthened to 12 years and will comprise the following phases: two years’ pre-primary, six years’ primary and four years’ secondary (compulsory). Additionally there are two years of advanced secondary and three years of higher education available.

Parents are asked to make a financial contribution to schools (primary: Ts3.000; lower secondary: Ts5.000; higher secondary: Ts10.000; advanced secondary: Ts15.000). If parents cannot make this contribution, schools have been instructed to continue to educate the students. However, as the entire budget for schools (other than wages) comes from the revenue provided by parents, non-payment or non-collection of parental contributions can have a profound effect on the resources available within schools. The collection of fees is a difficult area – the normal yield is around 45 per cent and even the most successful elite urban schools may only receive 80 per cent of school fees annually. The contribution system may be difficult for families with low incomes and several children.

### The cycle of compulsory and higher education

	Compulsory education				Higher	
	Pre-primary	Primary	Lower secondary	Upper secondary	Advanced	Higher
	Classes 1 and 2	Standards 1–6	Forms 1–2	Forms 3–4	Forms 5–6	College
<b>Exams</b>		Exam Standard 6	Exam Form 2	Exam Form 4	Exam Form 6	

## Gross and net enrolment rates

Zanzibar has an impressive record in improving the gross enrolment rate (GER) of students. Participation in education has been growing at all levels in recent years, and the number of students at primary and secondary levels has increased from 163,000 in 1997 to 285,406 in March 2009 (see table below for breakdown into male and female students).

### Number of students (Standard 1–Form 6)

	Male	Female
Pemba	53,127	52,097
Unguja	87,502	92,680
<b>Total</b>	<b>140,629</b>	<b>144,777</b>
	<b>285,406</b>	

Source: (Minister of Education, 2009)

At primary level, GER has steadily risen over from 65.7 per cent in 1990 to almost 100 per cent in 2006. The net enrolment rate (NER) has risen from 43.4 per cent in 1990 to 75.7 per cent in 2006, though with regional variations, from 86.2 per cent in urban Unguja to 59.5 per cent in Pemba (MoEVT, 2007b:58). However, the pressure for places in primary schools has led to a considerable backlog. Thus only 29.4 per cent of seven-year-olds start school at the right age and it is not unusual to find students up to the age of 14 in Standard 1 (MoEVT, 2007b:59).

The gender balance is generally good, and girls outnumber boys in many districts, but again there are regional variations.

GER in the first cycle of lower secondary rose from 56 per cent in 2001 to 69 per cent in 2005. However, given that this is still part of the basic educational requirement, these figures suggest that over 30 per cent of the population in 2005 were not exercising this right (MoEVT, 2007b:66). Again, there are regional variations, with Michweni having the lowest GER (53.3 per cent), while several areas reached over 70 per cent. There are also regional variations in GER between girls and boys (MoEVT, 2007b:66).

GER for the second cycle of secondary school rose from 15 per cent in 2001 to 26.2 per cent in 2005 (MoEVT, 2007b:66). At advanced secondary level, enrolment rates rose from 2.0 per cent in 2001 to 6.0 per cent in 2005 (MoEVT, 2007b:67).

## Examinations

Under the new structure, students will take an islands-wide exam at the end of Standard 6, which is a requirement of entry to secondary school. At secondary level, students have until now taken an examination at the end of Form 2, which they were required to pass in order to continue into Form 3. Between 2000 and 2004 the transition rate between Forms 2 and 3 rose from 31.6 per cent to 43.4 per cent (MoEVT, 2007b:65). Under the new system, the Form 2 exam will have less importance, increasing the transition to the Certificate of Secondary Education Examinations at the end of Form 4. The pass rate at this general certificate level rose from 8.3 per cent in 2000 to 23.9 per cent in 2004. While this is indicative of impressive improvements, the vast majority pass at a division IV level and few obtain level I, II or III (MoEVT, 2007b:65).

Students who qualify to join Forms 5 and 6 need to do so by passing the Form 4 exam. The percentage of students passing the exam rose from 10.9 per cent in 2000 to 29.2 per cent in 2004 (MoEVT, 2007b:65). At the end of Form 6, students sit the Advanced Level Certificate.

## School administration

All government schools are administered and managed by the MoEVT. The role of the department is to provide management support to the schools, and includes the deployment of new teachers. The department also has to ensure that all programmes at school level are well implemented. At district and regional levels respectively the district education officer (DEO) and regional education officer (REO) are in charge. DEOs take a lead role in allocating staff and ensuring posts are filled, but the process is coordinated at central level by the MoEVT. There are some difficulties with staff allocation. For example, it is much harder to place teachers in remote rural areas, as female teachers who are placed rurally and then move closer to urban areas after marriage may find themselves needing to travel long distances.

## School management committees (SMCs)

Each school is required to have an SMC. The members of the committee are selected and appointed as follows:

1. One chairperson appointed by the district commissioner. Normally the *Sheha* (an officer in charge of a locality) is the chairperson
2. Two members appointed by the *Sheha*
3. Two members appointed by the DEO
4. Three members elected by the parents themselves
5. The school head is the secretary of the committee.

The function of the school committee is twofold:

1. to bring the community closer to the school in order to promote ownership
2. to assist in the administration and management of the school, and thus promote its development.

Although the formation of school committees has been decreed, the committees have not been given legal powers to exercise their duties and functions.

### Senior management teams (SMTs)

Comprehensive and structured SMTs are currently established in schools, although not all of the posts may be filled. There will also be some variations depending on the size of the school.

The full SMT consists of:

- the head teacher, who has an overview of the whole school
- the assistant head teacher, who has a role in the day-to-day running and administration of the school
- the academic master, who organises and oversees curriculum development
- section leaders, who deal with the day-to-day aspects of running the school in different age ranges
- panel leaders, who head panels for each subject area. The panels should meet regularly to discuss issues arising from teaching and learning, though there is concern as to their efficiency.
- At primary level the school will have two section leaders: Section 1 for Standards 1–3 and Section 2 for Standards 4–7.
- At secondary level the school will have three section leaders: lower (Forms 1–2), upper (Forms 3–4) and advanced (Forms 5–6).

### School inspections

The inspection of schools is carried out by a team of Inspectors at a national level. Since 2000 there have been four types of school inspection.

1. The first is a courtesy visit of between half a day and one day, which largely focuses on the paperwork and aspects of the day-to-day running of schools.
2. The second is a more comprehensive 'basic inspection' lasting from one to three days.
3. Special inspections are occasionally carried out if requested by the Ministry, DEO or school.
4. One-day school visits are also made which deal solely with management and leadership.

Overall the move has been away from a focus on individual teachers towards a more transparent, systemic view whereby inspection reports are distributed and discussed with all stakeholders, including school committees. In addition, the school heads have been appointed as associate Inspectors, with a duty to carry out internal inspections, in order to make them more accountable. Although there are 17 Inspectors on Unguja and 14 on Pemba, there is currently just one dedicated vehicle on each island, which severely restricts the number of inspections that can be carried out.

The inspection team as a whole is a highly skilled group with a strong team identity. Most have held prominent positions on the island (head teachers, DEOs, REOs, directors) and several have been called out of retirement to join the team. Under the ZEDP, the Department of Inspectorate will be restructured and strengthened (MoEVT, 2007a).

### Professional development

There are currently three teacher training institutions that train teachers at certificate level (two years) and diploma level (a further two years). In addition, the University College of Education at Chukwani and the State University of Zanzibar have programmes to train secondary school teachers to degree level. Distance education courses are available for unqualified and under-qualified teachers who have completed Form 3 or Form 4. At the end of this they receive a certificate equivalent to a Grade A certificate.

Since 1997, teacher in-service professional development has been decentralised to the zonal TCs. There are 11 TCs (six on Unguja and five on Pemba), two of which deal solely with pre-schools. Training, teacher supervision and teacher support are carried out within the centres and within schools by TC advisors. TCs provide for about 30 schools in a cluster. Teachers in need of support are identified by senior school staff and during regular visits to the schools by TC advisors. TCs are centrally coordinated by the NTRC, which also provides training in specific areas (eg participatory methods with large classes). However, the TCs are understaffed and have problems getting transport to outlying schools in their clusters. The salaries of TC staff are paid by the MoEVT, but the budget to run the TCs comes from contributions from schools in the cluster.

# 3. Quality education and effective school leadership

## 3.1 Current debate

Most people would agree that, like sound parenting, quality education is a good thing. But agreement about what it comprises is less easy to find. Although there are some characteristics universally acknowledged to be part of any definition of quality education, such as cognitive development and improved access to economic opportunities, different groups – parents, schools, Ministry officials, donors and UN agencies – interpret the term differently. Thus a clear, concise and practical definition of quality education is an elusive entity.

A World Bank report about education in sub-Saharan Africa (Heneveld and Craig, 1996) provides a useful overview of two main strands of research into quality education as an attempt to identify variables:

- **School effectiveness research:** examining quantitative data from large-scale projects to look for significant variables. It focuses on the variables within schools and the wider education context (the inputs and processes) that can be quantified and their relationship with different outcomes.
- **School improvement research:** looks at qualitative, in-depth case studies to gain an understanding of the different processes and most significant inputs that bring about change in schools. It is holistic in view and action-oriented.

From this research it is possible to draw some general principles that provide a useful context for thinking about quality education and the role of head teachers as principal agents for change:

1. The classroom is the critical unit when considering quality education. Whatever vision is sought, educators would agree that it is the day-by-day, minute-by-minute processes and relationships in the classroom that are the most critical element in quality education. Thus for school leaders a consideration of that vision in the classroom is vital. *“Decisions should be made as close to the classroom as possible”* (Heneveld and Craig, 1996:17). The challenge to any debate is how to keep quality education rooted in the classroom, and teaching and learning central to the discussion.
2. Schools and communities are complex social structures. Thus a holistic view of quality education is needed, which looks at both indicators and their interaction at different levels in the education system.

A Unesco report (Stephens, 2003) describes quality as related to two important educational contexts:

- the focused environment of the classroom
- the wider context of the school system.

**“Teaching must work towards deepening children’s understanding of the world and their part in it, not just their ability to learn new facts. The ultimate goal is enabling children to think creatively and critically for themselves.”**

*(GCE UK, 2008:5)*

The World Bank (Heneveld and Craig, 1996) in its summary of the research highlighted four important contexts:

- supportive inputs from outside the school
- enabling conditions
- school climate
- teaching and learning processes in the school.

3. One must recognise the dynamic and evolving nature of quality, which will change and develop in a school system as the capacity changes. Thus any assessment of quality education needs to be situation-specific, with the flexibility to evolve – any ‘off-the-shelf’ manual will need the eyes of local experience to ensure a good fit. An excellent example of this is the recent manual on education leadership produced by a group including Inspectors, head teachers and academics (MoEVT, 2009). This is intended for self-study by head teachers, supported by weekend training in cluster groups.

*“While national definitions of quality are crucial to support education sector planning and review, the need to contextualise what is meant by quality in each society and community is paramount.” (GCE UK, 2008:3)*

Or as people in Zanzibar would understand it: *“Kitanda usichokilalia hukijui kung’uni wake.”* (“You won’t know the bugs of the bed you have not slept in.”)<sup>2</sup>

Like quality education, effective leadership is difficult to define. However most definitions agree that at its heart, leadership has two functions:

- providing direction
- exercising influence.

*“Effective leaders aim to build learning-enriched schools for staff as well as pupils through pedagogical leadership which is fuelled by a vision of possibilities.” (Harris et al, 2003:21)*

Thus leaders work with others to create a shared sense of purpose and direction. In education this should be centred on student learning. Through working with people, leaders help establish the conditions that enable others to be effective. The MoEVT in Zanzibar has highlighted the need to develop and support an effective cohort of head teachers in the belief that effective school leaders influence student learning.

Leadership literature is filled with guidance on how to lead, suggesting there is a standard set of leadership skills and a common body of knowledge that any potential leader can use. This has been summarised in a report by the National College of School Leadership (Day et al, 2007:xi–xii), which identifies four broad categories of actions for successful school leaders:

- building vision and setting direction
- managing and supporting the teaching and learning programme
- understanding and developing people
- developing/designing/rebuilding the organisation.

A study in Ghana (EFA, 2005) has shown that an effective approach to school improvement is one that sees the whole school as the locus of change: whole school development (WSD). This approach seeks to work with staff within schools and with the community through the SMC. A central figure is the head teacher, and a key area of WSD is identifying good practice and using this as a basis for improving teaching and learning.

The most important question for Zanzibar is ‘what are the systems, procedures, structures and competencies that need to be in place for head teachers to be able to lead learning effectively in their schools?’ There are individual, inspirational, charismatic head teachers to be found in Zanzibar and in every education system. However, the system here needs to empower school leaders on an islands-wide basis.

## 3.2 Summary and discussion of findings

There were two main strands to this research:

1. What are Zanzibari perceptions of quality education?
2. What do effective school leaders need to do to bring this about?

It was universally agreed by those whom the researchers talked to that the quality of education in Zanzibar needs to improve. Scarcity of resources, and insufficient numbers of competent, motivated teachers were the most commonly cited reasons for the decline in education standards. In fact, the competence, commitment and qualifications of teachers were the most important factors mentioned by all the stakeholder groups as needing to change before the quality of education can be raised. *“You need qualified teachers. Quality teachers, teachers who know what they are doing”* (Male primary head teacher from an urban area).

**Key inputs, processes and outcomes identified by participants**

Inputs	Processes	Outcomes
<b>Teaching and learning materials:</b> <ul style="list-style-type: none"> <li>• textbooks</li> <li>• science equipment</li> </ul>	<b>Good teaching methodologies:</b> <ul style="list-style-type: none"> <li>• varied approaches to teaching</li> <li>• good planning</li> <li>• good lesson structure</li> <li>• evaluation</li> </ul>	<b>Exams:</b> <ul style="list-style-type: none"> <li>• good results</li> </ul>
<b>Conducive teaching environment:</b> <ul style="list-style-type: none"> <li>• enough classrooms</li> <li>• sufficient classroom equipment</li> <li>• a clean and safe environment</li> </ul>	<b>Good student participation:</b> <ul style="list-style-type: none"> <li>• group work</li> <li>• questions</li> <li>• discussions</li> </ul>	<b>Knowledge:</b> <ul style="list-style-type: none"> <li>• subject knowledge</li> <li>• English</li> </ul>
<b>Class size:</b> <ul style="list-style-type: none"> <li>• smaller classes (30–45 students per class)</li> </ul>	<b>Assessments and follow up:</b> <ul style="list-style-type: none"> <li>• monitoring and evaluation by teachers</li> <li>• monitoring and evaluation by head teachers</li> </ul>	<b>Improving life and life chances:</b> <ul style="list-style-type: none"> <li>• vocational skills</li> <li>• employment</li> <li>• lifelong learning</li> </ul>
<b>Teachers:</b> <ul style="list-style-type: none"> <li>• qualified, competent and motivated teachers</li> <li>• enough teachers qualified in the subjects they teach</li> <li>• more science and maths teachers</li> <li>• committed teachers</li> <li>• good-quality training</li> </ul>	<b>Curriculum:</b> <ul style="list-style-type: none"> <li>• fitted to the needs of students and society</li> <li>• accessible to students</li> </ul>	<b>Benefiting society:</b> <ul style="list-style-type: none"> <li>• education that fits the needs of society</li> </ul>
<b>Teachers' conditions of service:</b> <ul style="list-style-type: none"> <li>• increased salary</li> <li>• better housing</li> </ul>	<b>Teacher support:</b> <ul style="list-style-type: none"> <li>• teachers working as a team</li> <li>• peer coaching</li> <li>• preparing materials together</li> </ul>	

Descriptions of quality education were sought on a conceptual level ('What is your view of quality education here in Zanzibar?') and a practical level ('What does quality education look like in the classroom and in the school?'). Responses were analysed within an inputs–processes–outcomes framework (see table above). There was an overall bias, with a smaller number of responses in the processes and outcomes categories and by far the greatest number of responses in the inputs category.

Although all the stakeholder groups agreed on the need to consider all three aspects of educational quality, there were interesting differences in priorities. Most education professionals (head teachers, teachers and secondary stakeholders) concentrated on the need for more inputs. Parents had most to say about outcomes, and students had many interesting ideas around the practice of a good lesson, placing more emphasis on the process of teaching and quality of relationships than on the presence of resources. The Inspectorate gave an equal weighting to all three areas.

Significantly, many participants appeared to view inputs, processes and outcomes in a linear fashion, the inference being that once problems with inputs have been redressed, then quality education will naturally follow. As one female secondary stakeholder, from an urban area, stated: *"If there were nice things then surely quality education would improve."*

With regard to head teacher actions that affect quality in the classroom, teachers rated supervision and support as the key role of the head teacher and valued the effect this could have on the teaching and learning that takes place. Training was seen by head teachers and teachers alike as a vital part of enabling schools to create a 'conducive learning environment'. However, many secondary and tertiary stakeholders expressed the need for more coordination in order to maximise the potential of the training offered:

*"That needs to happen. When the Inspectors inspect schools they write reports and these need to be circulated to the TCs so they can highlight categories of teachers or particular schools that need help. The TCs can organise training but the TCs are not in the circulation."* (Male secondary stakeholder, from an urban area)

Though secondary and tertiary stakeholders see head teachers in a supervisory and management role, head teachers themselves expressed frustration at the limitation of their authority and called for more support and training. While there are examples of excellence in head teacher practice, there is a need to develop an islands-wide cohort of strong head teachers.

There were differing views about the qualities that head teachers need in order to carry out their duties, but there was agreement that good communication skills are essential. Parents, teachers and head teachers also agreed about the importance of the relationship between the school and the community. It was said on many occasions that unless good collaboration between the school and the community is established, then a school is unlikely to be effective.

These findings raise some important issues, which will be addressed in this report:

1. Two previous reports (MoEVT, 2007b, 2007c) mention the need for training in WSD methods and school improvement planning. If the intention to decentralise is followed through after a proposed pilot in two districts, then there will be a need to expand the head teacher's role and skills from those of a manager to a leader, where leading learning is centrally placed. In order to support this change, the head teacher's role needs to be clarified and supported by systems and procedures at all levels of the education system.
2. For quality education to take place at classroom level, there needs to be a shift in emphasis towards a view that sees outcomes as leading the process. At present, the main indicator of quality for most people is the passing of exams and attaining professional qualifications. Yet 60 per cent of parents want their children to gain purposeful employment, and through this, stability in their lives. Lifelong learning and benefiting society are also outcomes raised by stakeholders. Thus the issue of quality needs to relate to the skills needed to achieve these desired outcomes, and the processes and deployment of resources in the classroom that will ensure their effective development.
3. Despite considerable effort on the part of the Ministry to address resource provision, the reality is that it will take a long time before the desired level of material inputs is achieved. Budget considerations, the rapid growth in population and the need to resource the current expansion into pre-primary education (MoEVT, 2006:11) suggest that students could be waiting indefinitely.
4. Resources on their own do not guarantee quality, as shown in a study of a World Bank project (Heneveld and Craig, 1996). In this case, the provision of textbooks alone was not enough to guarantee the expected improvements in quality. There needed to be a further input at the classroom level to ensure good use was made of the books: *"Only eight projects (out of 26) included plans to train teachers in the use of the new books and not one project included a reference to the supervision of the books' pedagogical use in schools"* (DFID, 2009:11).

This was corroborated by a tertiary stakeholder who explained his disappointment that the provision of textbooks to a failing school had had no impact on students' exam results. The relationship between processes and inputs needs to be examined, articulated and acted upon. Moreover, a view that focuses on waiting for resources undervalues the smaller contributions and innovations that can be, and are being, made at a local level. As one participant observed, people need to take a more active responsibility for the role they can play:

*"We have not educated our nation to be thinkers. At the moment if there is a difficulty, then people just say 'they should do something', but what I am interested in is what are 'you' going to do, what can 'you' do to help?"* (Female secondary stakeholder, from an urban area)

5. While the relationship between quality education and quality leadership is symbiotic, head teachers do not have full overall control of quality education. Those stakeholders at other levels of the system with power over policy and implementation must also play their part to bring about the desired changes.

### 3.3 Organisation of findings

Participants' views were analysed within the broad areas of quality education, effective school leadership and teacher motivation. The relationships between causes and effects, hindrances and enablers, motivators and demotivators were examined. Six themes emerged:

1. Head teachers' status, authority and competence
2. Accountability and appreciation
3. Participatory vision and planning
4. Coordinated training and support
5. Raising teachers' professional profile
6. Centrality of teaching and learning.

For each theme there is a short introduction, a description of the policy context, a summary of participants' views and finally recommendations and practical suggestions, proposed by the participants, regarding the issues raised. Although issues around teacher competence and commitment are detailed in Chapter 8, it is assumed that the motivation of teachers and building their capacity will be an integral part of any recommendations to further the quality of education in the classroom. It is also assumed that the ideas discussed will be fundamental in supporting the process of building teachers' capacity and motivation.

## 4. Head teacher status, authority and competence

### 4.1 Introduction

The introduction of decentralisation in the education system raises the question of how the Ministry wishes head teachers to carry out their position. Should they remain as managers of a centralised system, which is administered from the top down, or will they be empowered to be school leaders? This will require the training they need and want, but also the authority to bring about the desired changes in the quality of education in their schools.

### 4.2 Policy context

#### Head teacher status

The position of head teacher is currently not an official post. Head teachers receive a non-payable allowance varying from approximately Ts8,000 to Ts15,000 a month, in addition to their teacher's salary. This does not form part of their pension entitlement. Most head teacher appointments have been made by the Ministry on a recommendation from the DEO. This is usually based on length of service and good classroom practice, and involves no application or interview procedure.

#### Head teacher authority

There are written procedures regarding the head teachers' roles and responsibilities, but clear lines of authority are lacking. Plans are in place for a pilot scheme, in which 10 schools in two areas will be given a block grant, and head teachers will be authorised to manage their own budgets. *"More specifically it means that ZEDP will develop a system for transfer of grants to schools, including management and oversight systems to ensure transparent allocation of funds within schools and oversight of spending by the SMC and the community/parents"* (MoEVT, 2007a:53). If the pilot is successful, the intention is to decentralise authority to regional and district levels and *"give greater decision-making authority to the schools and the DEOs"* (MoEVT, 2007a:53). This will be preceded by a training programme focusing on the areas of authority to be delegated, including planning and management capacities. It is hoped that these changes will address some of the management and communication problems identified in the ZEP:

*"Clear lines of authority and responsibility, both horizontally and vertically, are lacking. Roles and communication channels between regional or district education boards and the headquarters are not clear. At the school level, the functions and duties of school committees are not well exercised."* (MoEVT, 2006:47)

#### Head teacher competence

With the exception of a new cohort of head teachers, there is currently no training given prior to appointment and no specialised qualification required. There was previously a two-year diploma management course for head teachers, but it was not thought to be sufficiently effective and was abandoned. To address this gap, there is an intention to deliver a new management course to all head teachers by the end of 2012, and to make a management course at diploma level mandatory by 2016. However, at the time of writing, the course had not yet begun.

*"The quality aspects of delivery during the ZEDP period will be addressed by equipping teachers and head teachers with the requisite skills (through investing in teacher and head teacher training and professional development)."* (MoEVT, 2006:46)

All head teachers have been trained in procedures for carrying out basic inspections in schools. It has also been recommended that head teachers, SMCs and SMTs in schools receive training in WSD and school improvement planning (MoEVT, 2007:52–3). With respect to the community, there is a recognition that SMC members would benefit from training since: *"The school and the local community are often in the best position to analyse problems and define adequate solutions"* (MoEVT, 2006:48).

**"Head teachers have no authority over teachers and many issues in the school. There is poor involvement of stakeholders such as head teachers during policy formation and [yet] they are expected to be implementers of policy."**

*(Secondary head teachers, during a focus group in a rural area)*

### 4.3 What participants have to say

#### Head teacher status

The overwhelming view of the research participants was that head teachers are not able, for a number of reasons, to impact positively on the quality of education at present. There are individual head teachers who strive against great difficulties to improve standards in their schools. However, if head teachers in Zanzibar are to lead their schools, and in particular lead learning in their schools as agents of change, then it is clear to them that they will need to be empowered to do so. Overwhelmingly teachers, head teachers and secondary stakeholders feel the need for head teachers to have more authority and for their position to be made a permanent post.

One head teacher commented that the establishment of an official head teacher position would be an important mark of recognition by the MoEVT of the difficulty and importance of being a head teacher:

*“Now we have to be a post because we lead 51 teachers and 951 students. There must be an incentive (eg salary) for the head teacher to lead like a manager. Why do we not get an incentive like a manager?”* (Female secondary head teacher, from an urban school)

*“Head teaching must be a post, so head teachers feel ‘I am a real head.’ Formerly, head teaching was a profession; now we are just given an allowance.”*

*(Male secondary head teacher, urban school)*

There is also a sense among some teachers and head teachers that status is affected because some head teachers lack academic qualifications: *“Head teachers must be more highly qualified than teachers, to give them respect and status”* (Female secondary head teacher, from an urban school). Since salaries in Zanzibar are determined according to academic qualification, there are frequent cases where the head teacher earns less than some of his or her staff. Lack of academic qualifications thus severely undermines status, and consequently authority, in school.



Students at Vikokotoni Secondary School where the headteacher devised a ‘5 Pillars of learning’ structure to promote exam success.

## Head teacher authority

The opinion of all head teachers and many other stakeholders was that for head teachers to become successful agents of change in their schools, it is vital that their authority be unquestioned, upheld and supported throughout the education system:

*“For the Ministry, if I give authority then I have to seriously support you in the decisions you take...Sometimes teachers go straight to the Ministry and complain and decisions are made to skip the head teacher. This demoralises them...For head teachers to be effective they need the responsibility and authority to exercise what they feel is good for the school.”* (Male secondary head teacher, from an urban school)

Research carried out for the MoEVT (Tanga et al, 2008) among head teachers in Unguja and Pemba made the same finding. Many head teachers felt that at present the head teacher post carries responsibility without authority. Head teachers quoted some examples of how they become helpless without Ministry backing in situations where problems with the community arise, especially when they have to deal with issues of disciplining their students.

Some head teachers also wanted authority to make decisions about school development issues. In addition, many head teachers wanted to shed some of their responsibilities, to enable them to spend more time concentrating on the classroom: *“Head teachers should have their responsibilities minimised because they don’t have enough time to monitor the school and the teachers”* (Male secondary stakeholder, from a rural area).

One tertiary stakeholder believed that clarity in procedures at the different educational levels would make a big difference to the authority of head teachers. As a secondary stakeholder put it, referring to the DEO: *“How well they actually function (after decentralisation) will partly be a function of the strength of the job description”* (Female secondary stakeholder, from an urban area).

At present the DEO is the only post in the Ministry that serves two masters: the MoEVT and the Ministry of Regional Administration. Postholders are paid by the MoEVT, but their duty to accompany the District Commissioner on many visits reduces their capacity to carry out their educational duties:

*“We need to try and give more incentives to head teachers and teachers. Incentives are not only financial. So for head teachers they have no authority. We should give them authority. At the moment they cannot hold teachers to account and this is a big problem. The teachers just go and see someone and it is undone. The big mistake is that authority is centralised. Schools are not run at a district or regional level.”* (Tertiary stakeholder)

## Head teacher competence

There is general acknowledgement that in order to be responsible and accountable, head teachers would benefit from training in a number of areas, such as leadership, management and financial management. There is an overwhelming desire from head teachers to receive such training. In his research, the previous Permanent Secretary, Abdul Hamid Mzee, was clear that relevant professional training in educational leadership is essential to ensure that those aspiring to become school leaders possess the competencies, professional knowledge, skills and values needed for effective leadership (Mzee, 2007:7).

**“Head teachers need training in mentoring so they can learn how to support their teachers rather than use harsh language”**

*(Male secondary stakeholder, rural area)*

All the head teachers spoken to stated that they need good training, recognising that their job requires additional skills to those of a classroom teacher. Yet many head teachers feel that they are currently poorly equipped and supported to carry out the role expected of them. As one secondary head teacher pointed out, he learnt many of his skills by observing skilled practitioners. The current system of appointments, in which teachers are asked to self-select for the role of head teacher, has meant that too often head teachers with too little experience find themselves in post:

*“Those head teachers who have been employed recently, some of them lack commitment. I have been teaching for 30 years, and have served a number of head teachers. I have watched them and seen how they manage their schools. Now head teachers do not have that experience. They say they want to be a head teacher and are given a school.”* (Male head teacher, from an urban secondary school)

Comments about training fell into three main categories: induction, workshops and ongoing support. Preparing head teachers prior to taking up a post has been highlighted as a gap and is currently being addressed by the director of secondary education, who has piloted a course to support new appointees.

The content of workshops could usefully draw on ideas from head teachers and teachers. The head teachers highlighted some of the skills they think are lacking, including communication skills, financial management and inter-community relations. Training in financial management will be a vital course component if the head teacher role expands to become accountable for larger sums of money.

During focus group discussion, the typical response of teachers to the question, ‘what does a good head teacher do to ensure quality education in the classroom?’ was that the head teacher should be more involved in supervision and inspections, and should provide more feedback to teachers about teaching and learning. In particular, mentoring and coaching were highlighted as useful skills: *“Head teachers need training in mentoring so they can learn how to support their teachers rather than use harsh language”* (Male secondary stakeholder, from a rural area).

There is wide recognition, particularly among tertiary stakeholders, that head teachers will require additional training in order to be able to fully develop the curriculum in their schools, eg by helping staff to adapt the curriculum and break down concepts into smaller and more manageable units.

*“[Head teachers need]...to have much more knowledge in terms of wider things that affect the school curriculum, in order that they can build a school-based curriculum and a school-based programme for their teachers. If they don’t have this, then they can’t develop the academic part of their school.”* (Tertiary stakeholder)

Others feel that the role of the academic masters should be developed to enable them to lead the academic part of the school more effectively. Certainly, closer collaboration between the two would seem desirable.

Another competence now expected of head teachers is the ability to give training to staff in school. The director of secondary education, who has recently instigated an appointment system for head teacher positions, includes as an interview question, ‘What training and INSET can you provide to increase the skills of your staff?’

One tertiary stakeholder raised the issue of the need to view training as an ongoing process. *“Head teachers need ongoing training, continuous training, not two or three days...until we see the impact, until we see the change.”* Mentoring, guidance and utilising the expertise and ideas of colleagues through visits to other schools were also suggested.

## 4.4 Recommendations and practical suggestions

**“Leadership in the schools is a problem. There is no system where teachers can apply which would ensure those who are able and interested. The Ministry has been trying to bring in this model and change this, but it comes and goes. If someone applies, they become more accountable.”**

*(Tertiary stakeholder)*

### 1. Establish the head teacher position as an official post.

- Include a full application and interview procedure.
- Provide support for head teachers in the application procedure.

The director of secondary education has recently introduced an application and interview procedure for secondary head teachers. The intention is to use this selection procedure to highlight some of the skills and competencies head teachers will need to be effective school leaders, and through this, begin to introduce a system of accountability. Prospective head teachers may benefit from some support – informally through advice from experienced head teachers already in post, or more formally through a half-day workshop where advice can be shared about the criteria that will be used to assess both application and interview.

**2. Within budget constraints, instigate an incremental pay scale for head teachers commensurate with their responsibility.**

- Review conditions of service (eg head teacher's teaching load).

One head teacher talked about the need to give incentives (by improving the conditions of service and salary) to attract applications. A number of head teachers also felt that there should be a different salary scale or different set of increments for head teachers. Along with the head teacher qualification, it might be useful within budget constraints to consider this possibility. Many countries recognise the increased responsibilities of head teachers by paying them a higher salary. In addition, teachers, head teachers and some secondary stakeholders agreed that the teaching load needs to be reduced in order to free head teachers to undertake greater supervision of the teaching and learning that takes place in the classroom.

**3. Establish a specific head teacher qualification, awarded on completion of a tailored head teacher/school leadership training course with both practical and theoretical components, including financial management.**

- Carry out a needs analysis with an experienced group of head teachers and utilise the relevant information from the previous head teacher course.
- Ensure the course is modular and practical.

**If the role of the head teacher is to be expanded, then the skills and competencies required will need to be assessed, utilising the knowledge of a representative group of experienced head teachers.**

It might be constructive to discuss with head teachers who had taken part in previous courses what they had found useful, and what they would consider useful to include, add or develop. Similarly, there is a wealth of information already available from the previous Diploma in Management course, and the head teacher's training manual (MoEVT, 2009).

Concern was expressed by secondary and tertiary stakeholders about the poor impact in schools of the previous management diploma training for head teachers, and the need for a course that is more practically focused. This, along with concerns about the effect of taking head teachers out of the school environment for long periods of time, was discussed by a group of secondary and tertiary stakeholders at a local area NGO planning conference in May 2009. Their suggestion was a modular training course with a ratio of 25 per cent theoretical input and 75 per cent practical work undertaken in the head teacher's own school. The emphasis would be on experiential rather than purely theoretical learning (eg a one-week workshop followed by a three-week practical assignment in school).

It may be interesting to work with an NGO to develop a training scheme using experienced head teachers from the UK (eg on one-month sabbaticals) to deliver specific training needs. Although any foreign head teacher involved would have no experience of Zanzibari schools, they would have experience in leadership and could possibly work with two or three school leaders here over a short space of time. A regular forum could be set up for evaluating the training and the impact on practice.



Children at a pre-school madrassa where the ethos has moved towards exploratory learning using school-made materials.

**4. Establish a culture of accountability by clarifying areas of head teacher authority and responsibility, and ensure these are supported by processes at all levels of the education system, including SMCs.**

- Ensure SMCs are aware of and understand these procedures and their benefits.
- Review the current reporting systems concerning teacher attendance.

Head teachers stated clearly that they did not have the authority to be effective school leaders. In order to establish this authority, there needs to be a clear outline of exactly what a head teacher is responsible for (eg teacher attendance, punctuality, performance) and what action they are empowered to take to deal with issues. Ideally this will involve consultation with a group of experienced head teachers and teachers, to establish what the appropriate areas of authority should be.

These responsibilities and procedures should be situated within a clear outline of procedures to be followed at each level in the education system. It is vital that head teachers work with, and are supported by, the whole of the education system, from the community through to the Ministry. The roles of the DEO and REO are currently being reviewed (MoEVT, 2006:47–8) and should be clearly defined with regard to the management of personnel. It would be helpful if there were also a key person at Ministry level designated to oversee these procedures.

The SMC and its relationship with the head teacher and the school is recognised by all stakeholders as being extremely important to the success of the school. It is therefore essential that any changes made to procedures and areas of authority are made clear to the SMC, along with the benefits to the quality of the students' education that authoritative leadership will bring. It is vital that any head teacher action (within the agreed guidelines) is seen as representative of the education system values as a whole. The SMC in turn will have an essential role to play within the community, as there was much concern expressed about the fact that without the support of the community, it will be impossible for head teachers to exercise their authority.

**5. Consult with head teacher and teacher representatives regularly about new initiatives and changes by extending the secondary and primary head teachers' committees to include representative groups at cluster, district and national levels.**

At present, there is a secondary head teachers' committee that meets regularly. This has been established by the head teachers themselves. It would be useful if this forum could be extended to include a representative body of head teachers who could contribute to discussions on an islands-wide level and good practice at a local level. At the initial stage, these head teachers could have an input into revising the skills and competencies appropriate to effective head teaching and thus provide a useful basis on which to develop job descriptions, interview criteria and training needs. This could strengthen the relationship between the Ministry and head teachers and begin a constructive dialogue about headship in Zanzibar. It could also build capacity in schools, as the head teachers will be considering an overview of education both within their schools and more widely on the islands.

**6. Ensure head teachers' professional development is based on good practice, by Inspectors and TCs collating and discussing good practice across the islands and by establishing a peer coaching system.**

Inspectors and TC staff could play a key role, given their overview of all the schools on the islands, in searching out examples of good local practice for head teachers to learn from through visits or inviting these head teachers to contribute to the training course.

*"Recognition of professional excellence is something to be encouraged and celebrated. For it is by having a well-developed notion of excellence that the nation can benchmark performance, strive towards improvement, confront the future and transform society."* (Media Awards in Nigeria, 2005)

Coaching and mentoring were also mentioned by stakeholders at all levels. Experienced head teachers could be trained as mentors or coaches to provide support for newly appointed head teachers. Additionally the Inspectorate has been trained in mentoring and may be able to offer some support.

*I think one good aspect of head teaching is to be able to do coaching...I would like to start with a small training on coaching so I can help them to develop these skills. I think it would be a very good aspect of head teaching. The goal will be to help them work as a team. There is good participation on the island. (Tertiary stakeholder)*

This professional excellence already occurs at an individual level here in Zanzibar, and this strength can be utilised to build professional excellence and a strong professional identity across the islands.

## 5. Accountability and appreciation

### 5.1 Introduction

It is not possible to have authority without accountability, and effective accountability needs at its core an appreciative element. This chapter will look at building a culture of accountability and appreciation, so that as performance is assessed, good performance is rewarded and poor performance is identified, monitored and changed.

### 5.2 Policy context

#### Accountability

At a Ministry level, the ZEP seeks as one of its key objectives to provide good governance of education by devolving power and responsibility to lower organs and developing a cadre of effective and committed education managers and staff. The ZEDP intends to:

*“Strengthen MoEVT capacity to monitor conditions and results at the school level; plan and implement changes to improve conditions and results at the school level, in particular by utilising management resources at the district and school levels.” (MoEVT, 2007a:105)*

Underpinning this is the recognition that there need to be clear terms of reference and job descriptions that are accessible to all management personnel (MoEVT, 2007b:21, MoEVT, 2007c:51). At present there are job descriptions available, but these are not uniform. Further to this, the Education Situation Analysis notes the need to promote coordination among the different levels of the education system:

*“Several actors are intervening without much coordination: Inspectors, DEOs, TC staff, head teachers and School Committees. A critical rethinking of the supervision practices and of the specific roles played by different actors could hopefully lead to the creation of a more coherent and more efficient system.” (MoEVT, 2007b:22)*

There is also an acknowledgement that attention needs to be paid to teacher performance: *“Addressing teacher quality and re-organising the ways in which teachers are managed will go a long way to achieving the quality goals the MoEVT has set itself.” (MoEVT, 2007b:42)* At school level, it is stated that head teachers should undertake school inspections on a regular basis. In this way, head teachers are seen as an extension of the inspection team in school. *“[We should]...train head teachers as teacher-mentors and supervisors of learning within their school/clusters.” (MoEVT, 2007c:51)*

#### Appreciation

There is at present an annual Teachers’ Day, which takes place alternately on Unguja and Pemba. Teachers are nominated by their head teachers for special awards. There is also a requirement for a yearly Parents’ Day to be held by every school.

### 5.3 What participants have to say

#### Accountability

It seems generally agreed among those involved in education in Zanzibar that for the quality of education to improve, then performance in a number of areas must also improve. These include:

- the performance of head teachers and teachers
- the working relationship between head teachers and teachers
- the performance of the Ministry departments which service schools
- the performance of students themselves.

**“Attention needs to be paid to accountability and responsibility. Whatever the Ministry wants to do, there need to be procedures and processes. At the moment it does not assess their performance.”**

*(Female secondary stakeholder, urban area)*

### Accountability at Ministry level

If the Ministry is to promote the head teacher's role in bringing about quality education and promoting change, there clearly needs to be a system of accountability to support head teachers' authority.

*"It needs a system where the head teacher and others are clear about scope of authority and procedures in place to ensure head teachers receive backing at all levels of the education system."* (Male secondary stakeholder, from an urban area)

For this improvement to take place in a consistent manner, there must be strong systems operating, whose focus is directed unrelentingly towards supporting the centrality of teaching and learning in schools. Some stakeholders feel this improvement in systems needs to be clear, consistent and transparent, and to hold people accountable for their performance.

The divided accountability of DEOs has also been previously reported (MoEVT, 2007c:47), as well as the need for *"an efficient, more transparent and more accountable management style"* (MoEVT, 2007c:21).

For head teachers, the frustration lies with their inability to carry actions through. There is also a feeling that there are too few consequences for teachers. *"Consequences are not there for teachers. One should know that if I don't play my part there will be a consequence"* (Male tertiary stakeholder, from an urban area).

Other participants reported that even if the head teacher tried to take action, it would not be followed through in the system and the teacher would not be reprimanded. *"I would like to have more authority to be able to penalise teachers...but for the time being I don't have that. If you have the power then a teacher will listen more"* (Male head teacher, from an urban area).

For many, private schools are the education that should be aspired to. *"In private schools on the island there are fewer children and there is accountability. If you do not do your job, then you are fired"* (Tertiary stakeholder).

### Accountability at a school level

All the above will impact on head teachers' ability to build a culture of accountability and appreciation in their school. In answer to the question 'what does an effective head teacher do to support quality education in the classroom?' respondents highlighted two key areas:

1. Supervision and support of teachers in the classroom
2. Day-to-day management, focusing particularly on dealing with the attendance and punctuality of teachers.

### Teacher supervision and support

Focus group participants talked overwhelmingly about the value of, and the need for, regular head teacher supervision (inspection/follow-up) and support (advice/mentoring). Head teachers themselves, while embracing this role, expressed concern that their heavy workloads reduced its frequency and effectiveness.

Several secondary and tertiary stakeholders think that internal school inspections should not just be the role of head teachers, but should also involve other members of the SMT, thus facilitating collective accountability throughout the school. One tertiary stakeholder felt that the SMC should also play a key role in monitoring curriculum delivery and student performance. Many teachers also wanted more responsibility to be delegated to them. A good system of performance management should include discussion and classroom observation, agreed goals and timescales, and support provided as teachers work towards achieving these. The school structures lend themselves very readily

to developing structured appraisal, but there have to be clearer procedures in place in order to ensure activities are carried out and followed through.

*"We have subject panels in the schools, but they are not working effectively... if you ask the panels how many times they have met to discuss challenges and sort out problems, there is no evidence. There are no minutes of the meetings. The panels need to be identifying the needs of the teachers and what support they might need. This is related to the management structures in the school."* (Tertiary stakeholder)

One secondary stakeholder observed that the right balance between inspection and support is important in helping teachers to take responsibility in supporting developments.

*"Sometimes we give teachers advice about the teaching and learning process, but not in the way of mentoring. In mentoring it is confidential about the teaching and learning process and the teacher is more ready to explain something good so you can be a good supporter...we sit with the teacher and look at ways of solving problems together."* (Male secondary stakeholder, from a rural area)

### Teacher attendance and punctuality

In describing the day-to-day running of the school, almost half of the focus group comments related to head teacher actions around teacher attendance, punctuality and responsibilities. There are many schools, according to participants, where the timetable and contact time for the students are treated very loosely, with the result that students lose valuable classroom teaching time. One of the recognised indicators of quality education is high learning time (ie the students spend a lot of time in the classroom learning). *"There shall be clearly stated instructional contact hours for different levels which must be strictly adhered to"* (MoEVT, 2006:28).

A substantial portion of participants feel that if quality education is to be achieved, teacher attendance and punctuality must be addressed as a central part of the head teacher's role.

One head teacher talked about the value of involving their SMT in collective decision-making when difficulties arose. A meeting would be called, a plan of action agreed and responsibility delegated as appropriate. For this to be effective, senior staff need to be clear about their roles and responsibilities.

None of this will be easy for the head teacher or anyone involved in bringing about this change. Zanzibar has a culture of support of family and friends, and in small communities most people either know, or are related to, one another. Decision-making can be difficult since it may well impact on individuals close to the decision-maker. So if a head teacher does make a difficult decision, the repercussions may not be limited to the workplace but could spread to the community and family.

This is a hindrance to change and it is important that the head teacher can be assured of support from the Ministry and the SMC. On one school visit, the

researchers met an SMC chairperson who made a regular practice of visiting the school unannounced to support the head teacher in ensuring all teachers were in class working to the timetable. The researchers also learned that a student representative lets the head teacher know immediately if the class is uncovered. Communities need to understand the need for change: the more they can be involved in discussions about these changes, the more likely it is that changes will be accepted and supported.

## Appreciation

### Appreciation at Ministry level

While accountability is closely linked with authority, it should also be aligned with appreciation. Teachers, students and head teachers all emphasised the importance of praise and recognition. In addition to Teachers' Day, receiving recognition in the form of a letter from the Ministry or the Inspectors provides a much-needed boost to morale in schools and gives an important message to the community about the value and status of teachers. It also highlights good practice in a very positive manner. As one secondary stakeholder suggested, Teachers' Day could be developed at a local level.

*"There are some wonderful and committed teachers and there are some that just don't care. Schools should develop a system of appraisal and give rewards to teachers who work and devote themselves. The Ministry should have a system whereby the Teachers' Day becomes a day where communities celebrate all the wonders that teachers have performed."* (Male secondary stakeholder, urban area)

Institutionalising this recognition of good practice in formal procedures (eg school inspections) should include a section on good practice or signs of progress. There could be reports about the 'teacher of the week', or the 'school of the month' in national newspapers, or the Ministry could show some displays of good school work in all government buildings.

### Appreciation at school level

When participants were asked 'what increases teachers' motivation?', not just salary increase and working conditions were mentioned, but also the importance of praise and rewards.

The building of collegiality within schools is at its most powerful when a flourishing system of accountability is part of a continuum involving appreciation. This collegiality is strengthened as people become responsible for their successes and the satisfaction that this achievement brings. Although all head teachers to whom the researchers spoke affirmed positive feedback to staff, observations in schools suggested that the default focus is on failure and weakness. *"Motivation would be increased by more positive feedback"* (Primary teacher, during a focus group in a rural area).

Many teachers commented on the motivational power of praise, whether directed at themselves, by proxy through praise given to students, or through interest shown by parents. For some teachers, public praise in front of colleagues in meetings and letters of appreciation are also very motivating. All teachers enjoy termly or yearly celebrations in their schools. Head teachers regard the fair distribution of opportunities to attend in-service

## Monitoring teacher attendance

**An experienced head teacher of a successful urban school talked about his desire for his school to do well in the league tables. In order for this to happen, he believes that students should receive their full teaching time.**

*"After the bell has gone, I go round the classrooms to see what is happening. If a teacher is absent then there is a relief timetable. I also check that the teachers start the classes on time."*

He ensures that all the teachers are clear about the rules and regulations, and consistently follows up if any of these rules are broken.

*"All the teachers must follow the rules and regulations of the classes. If the teachers break the rules then I ask them why, and write them a behaviour note. When teachers have to be out of school for a reason, for example if they have to move house, then they have to inform me and write it in the book. That way another teacher can be asked if they can teach the class."*

When asked about the success of this system, the head teacher was clear that all systems depend on the quality of monitoring. *"You have to monitor all the things yourself. Anything that is going on, you have to be aware of it."*

training workshops not only as part of professional development, but also as an efficient method of rewarding effort and excellence.

*“Sometimes we have seminars or training. If we need two or three geography teachers, we can choose the teachers that are hard-working...most of the people are motivated by money, but there is direct and indirect motivation. Sometimes if the teachers do well, then I thank them.”* (Female secondary head teacher, from an urban area)

Students also see praise as an important aspect of their learning:

*“Some of the classes the teachers don’t like to praise, but in the English and mathematics classes the teachers like the students and the students like the praise...most teachers do*

*not like teaching our class because they think we are lazy, but the English and mathematics teachers say ‘you have worked well’. This class is not lazy when we are with them.”* (Male student, from an urban school)

In schools working effectively, head teachers are able to support teachers to improve their performance and to share good practice, often through using peer support. One deputy head teacher spoke of how, through monitoring the science teachers in the school, he was able to use one teacher who was taking a very practical participatory approach to successfully influence the practice of other teachers.

## 5.4 Recommendations and practical suggestions

**1. Establish a culture of accountability by clarifying areas of head teacher authority and responsibility, and ensure these are supported by processes at all levels of the education system, including SMCs.** This recommendation is discussed in detail in section 4.4 (recommendation 4).

**2. Establish a performance management system to monitor teacher and head teacher performance. Ensure there is training in the relevant skills for head teachers and selected Ministry personnel.**

- Establish clear procedures and timescales.

Head teachers and members of the SMT may require training in observation, evaluation, target-setting and reviewing. An important part of this training will be how to discuss issues with teachers in order to maximise the impact of this procedure. All monitoring and evaluation forms require a section about good practice, progress and the observed impact of good practice. Thus a system of supervision is not only about addressing underperformance, but also about the recognition of good practice and success. It is part of one measure of a continuum that ranges from success in achieving goals at one end to failure and underachievement at the other. Therefore teachers or head teachers can similarly receive praise, support or encouragement in differing degrees depending on where on that continuum they are judged to be. Head teachers will also require performance management – the Inspectorate will probably be best placed to deliver this.

**3. Encourage the institutionalisation of an appreciative approach to school, head teacher and teacher evaluation and appraisal processes.**

Performance management or appraisal could play an important part in institutionalising the recognition of good practice. It could bring about a change in mindset in schools away from finding fault to an appreciation of the positive and the identification of small successes, as these can lead to larger successes.

**“A good head teacher says good things as well as bad things.”**

*(Female parent, urban area)*

*“At the moment there is about a 50:50 ratio of positive to negative comments. The school would like this to be 70:30.”* (Male head teacher, from a rural school)

The participant here was talking of inspections, but this could equally well be applied inside schools. Research into business organisations working effectively talks of an optimum ratio of praise to challenge as being 6:1 (Fredrickson and Losada, 2005:678–86). There is a dynamic and productive energy that praise and the recognition of good practice releases.

At Ministry level, each department could be required to update reports to include space for elements of good practice and signs of progress in the required direction. Teachers could contribute ideas about rewards and recognition (eg school of the week, teacher of the month, etc).

**4. Introduce mentoring/coaching as an appreciative way of supporting professional development.**

- The NTRC and the Inspectorate could take a lead in offering a rolling programme of mentoring/coaching training to senior staff, starting with head teachers.

Counselling, supporting and advising teachers would additionally promote an atmosphere of care and trust and model the values of the school. In encouraging, motivating and praising staff, the head teacher is able to build a ‘can do’ culture in the school, as well as push for higher standards and raise expectations. Participants have become interested in mentoring, and the director of secondary education included a coaching element in a head teacher induction course.

## 6. Vision and planning

### 6.1 Introduction

The provision of islands-wide direction and benchmarks around which each school can plan according to their school's individual profile needs to be considered. In order to improve the quality of education at the classroom level, there is a need for clarification of desired outcomes at a national level to lead this process.

### 6.2 Policy context

#### Ministry level

One of the key objectives in the ZEP is to:

*“Improve the quality effectiveness of the education system through raising the quality of education and provision, and provide learners with the relative skills for life, so that they will be able to develop their own skills and realise their potential as citizens.”* (MoEVT, 2006:5)

The policy raises a crucial question: the kind of knowledge, skills, capacities and values that the education system should offer, and the extent to which these skills are useful to the individual and the community (MoEVT, 2006:27). Identified strategies include the establishment of new vocational education and training institutes, while strengthening those already in existence. The policy recognises that, at present, students do not get exposure to vocational and technical skills at any level except in the biased technical schools. Thus there is a desire for all secondary schools to provide pre-vocational training and pre-technical skills as a way of introducing and exposing young people to various career possibilities (MoEVT, 2006:22–3).

Additionally, the policy outlines the desire to identify the skills needed to satisfy labour demands, involve the community in providing apprenticeship to vocational trainees and incorporate life-skills training in the curriculum (MoEVT, 2006:23). A group of professionals has already met to discuss this. The Ministry has also outlined the need to establish a curriculum institute invested with authority to prepare, review and restructure curricula for pre-primary, primary, secondary, teacher education and other educational institutions (MoEVT, 2006:28). As part of this, the ZEDP seeks to establish benchmarks for measuring quality at various levels of primary education (MoEVT, 2007a:64).

#### School level

In the head teacher's office of each school, there is a school development plan. This details tasks to be carried out during the year, such as registering pupils. However, there is often little that seems concerned with school improvement or change. Previously there was a low need for head teachers to plan, as they lacked a budget to administer. Central policy was followed and head teachers were not expected to carry out change other than in building the school.

More recently consideration has begun to be given to school improvement and WSD. The recent *Assessment of Management Capacities* report notes: *“One key training skill area for pedagogical management is...training in school improvement planning for head teachers, senior teachers and School Management Committees”* (MoEVT, 2007c:52).

The ZEDP says: *“The introduction of a block grant will be seen in the context of promoting a school-based development programme (Whole School Development model)”* (MoEVT, 2007a:53). As a result, there is an intention to build up the planning and management capacities of schools.

**“Leadership helps to establish clear and consistent vision for the school which emphasises the prime purposes of the school as teaching and learning, and is highly visible to staff and parents”**

*(Harris et al, 2003:9)*

## 6.3 What participants have to say

### Ministry level

*“It makes sense that if you know where you want to go, then getting there is easier.” (De Shazer, 1985:46)*

At present the education process in Zanzibar is exam-driven. Schools are judged on their exam results, and, as a consequence, exam classes often receive more input in schools, sometimes at the expense of other classes. One teacher trainer reported feedback from trainee teachers who admitted that they prefer to work with the most able students in the class, as this is where most exam success will occur. Teachers told us that they struggle to cover the quantity of material in the syllabus. This encourages more lectures and fewer practical activities. The need to learn facts for exams leads to the dominance of rote learning, where the key process is memorising information and any questions are geared towards the memorising of facts.

**“Schools and children concentrate on the exam papers, but they don’t concentrate on the curriculum. They need to cover the curriculum well – exams should be the last stage only.”**

*(Tertiary stakeholder)*

Qualifications are highly valued, not least because they are used as criteria for differentiated pay scales for civil servants. Quantitative measurements are also increasingly attractive to governments and donors, as they provide readily accessible data. In this approach, quality is reduced to cognitive development alone, with an emphasis on literacy, numeracy and English language. But what are exams measuring? For the 55 per cent of students who currently fail at Form 2 level, thereby finishing their formal schooling, what are the other skills and competencies they will need in order to succeed in life?

Many parents and students see quality education as leading to employability, enhancing their own lives and being able to benefit society. Parents in particular talked about the need for skills-orientated training and the consequent need for more vocational training courses. *“Vocational skills to do with farming, cars and carpentry that give employment or a steady job like teaching. Science is helpful. Practical, practical skills.”* (Male parent, from a rural area)

*“My child can’t understand the curriculum; he needs to be taught something practical he can do with the rest of his life”* (Male parent, from a rural area.) Parents of disabled students were also vocal in this area: *“My child is deaf and dumb. She learns to sew. I follow her progress and I explain what is right and what is wrong, and so she learns life skills and develops her talents”* (Female parent, from a focus group of parents of disabled students).

At present, there are few vocational courses. There are some specialised colleges and vocational centres, but these were felt by some to not be sufficiently sustainable. At school level, there were mixed views about the balance between a formal curriculum and one that specialises in particular subjects. Some supported the notion of early specialisation, others felt the acquisition of basic skills should come first. One disabled student argued cogently for the need for schools to be able to identify and foster talents. The reality at the moment is that education offers a narrow band of opportunities and there is little for those students who fall outside this.

*“There are challenges remaining. Firstly for people with learning disability in school: the school system is not able to detect the latent skills among them, they may have other skills that are not academic (for example, one that I know is very able in art, but the school system does not help the child exploit that talent).”* (Disabled student, visually impaired, from an urban school)

A challenging question, given the scarcity of vocational courses, is what wider skills could be developed in the classroom? Or rather, how could the current curriculum be adapted to ensure relevance to local life? However, when participants were asked about the specific skills they would like students to leave school with, they found it harder to articulate. Certainly facility in English is viewed as a desirable skill, but there were fewer references to critical-thinking skills. And yet, as one farmer stated:

*“I would like my children to learn. It wakes you up and I lost lots of money being cheated because I did not have the skills. I would like my children to learn. First there should be a chance of a bit of everything for everyone, because I would like them to be like me, a bit of an all-rounder. Because what you do depends on your ability, depends on your chance.”* (Male parent, from a rural area)

## School level

All the literature on effective school leadership is adamant that the essential function of a school leader is to create a vision for the school in agreement with the school community and to establish common goals in order to bring that vision about (Leithwood and Riehl, 2003:5).

Traditionally, there seems to have been little expectation that head teachers would be agents of change. A study of perceptions of school leadership in Zanzibar (Mzee, 2007:150), in observing that vision is the distinguishing feature of the leadership role, notes that education in Zanzibar is very centralised, so the expectation is to align any school plans with central policy plans and targets. Head teachers were seen more as managers, carrying out the administration from centrally agreed plans.

*“...it is also clear that the current highly centralised management structure in Zanzibar tends to emphasise more the managerial rather than the professional role of the head teachers since it has deprived them of the authority and capacity to carry out the most important aspects of instructional leadership, curriculum development, staff appraisal and professional development.” (Mzee, 2007:165)*

Before the introduction of school fees, there was no budget for head teachers to administer so even the smallest outlay for the school had to be approved centrally. One director recalls that when he was a head teacher he had to apply to the Ministry for even the smallest expenditure such as a pen.

Where vision is currently evident in schools in Zanzibar, it is mostly directed at the physical infrastructure of the school rather than the processes of learning taking place within. The important and very necessary push to build more classrooms, libraries and toilets is still the main preoccupation of many head teachers, especially in rural areas. *“I have a great vision of how I would like my school to be. In the future our vision is of five years. In five years we need to have secondary education here too” (Male primary head teacher, from a rural school).*

Improvement of the physical environment was generally seen by head teachers and teachers as the foundation stage for quality education. Planning to address teaching and learning can wait until all other elements are in place:

*“One element is the building, but the other is quality education in terms of resources. We expect that after finishing the building and we have the education resources, of course teaching and learning will be in.” (Male primary head teacher, from a rural school)*

The school development plans displayed in most head teachers’ offices are for one year and mostly detail repetitive annual tasks that must be completed. They usually include registering students, and plans to improve the school environment. These displayed plans showed no planning for improving teaching and learning, or training for teachers.

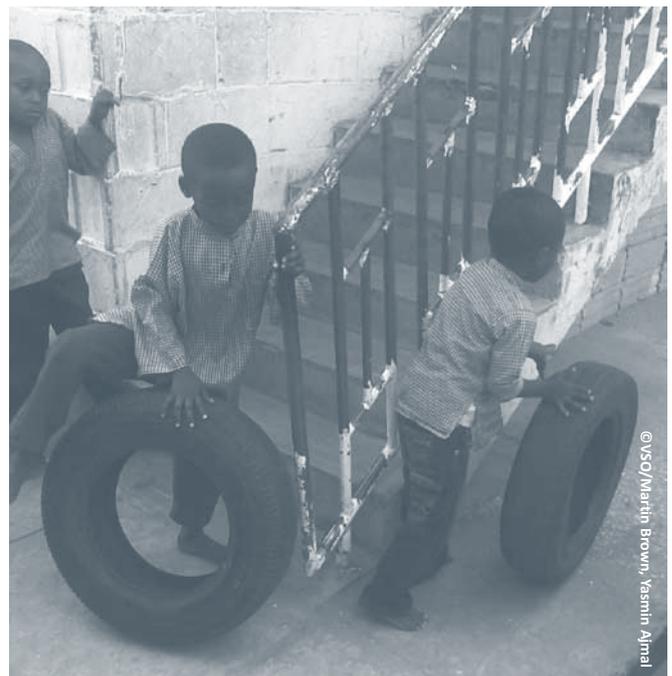
The new education policy (MoEVT, 2006:47) advocates more decentralised educational governance. If this is carried through, the role of the head teacher must necessarily change, with the emphasis moving from managing to leading.

*“Leadership is about having vision and articulating, ordering priorities, getting others to go with you, constantly reviewing what you are doing and holding onto things you value. Management is about the functions, procedures and systems by which you realise the vision.” (Leithwood and Riehl, 2003:2)*

There are expectations now in the Ministry that the head teacher will be planning for the development of his or her staff. *“Having a good school workplan where you are putting in some school-based training. The head teacher can also be involved in coaching the teachers” (Tertiary stakeholder).* Many head teachers recognise the need to develop their skills in planning. This will need to include all those things that impact on teaching and learning in the school.

**“There is a rapid change in education. We know that quality teaching comes from good leaders. Change is a must. You have to change. New things are coming every day and you have to prepare for that change.”**

*(Tertiary stakeholder)*



Utilising low cost/no cost materials to enhance play at a pre-school.

## 6.4 Recommendations and practical suggestions

- 1. Encourage an ongoing national debate about education at all levels of the education system, to develop a shared outcomes-based vision. Structures such as directed staff meetings in school, SMCs, school activities with the community and the media, and displays of work at the Ministry could help enliven the debate.**

The Ministry could take a lead in encouraging a national debate about quality education, in order to develop a common and more clearly outcome-based vision – a vision that highlights those skills that would enable individuals to gain employment, benefit society and be lifelong learners. This debate should be ongoing, creating new directions as local capacities change and grow. In order to stimulate a debate about what quality education means, all educational stakeholders should be invited to share their ideas. The media could be included, eg newspapers could highlight high-quality schools and examples of quality teaching and learning, and radio talk shows could investigate what students think. Displays of students' work in the Ministry would give the message that education is at the heart of the Ministry. TCs and Inspectors have a comprehensive overview of the island – what role could they play in keeping the debate about quality alive?

- 2. Clarify the specific skills the Ministry wishes students to leave school with and the benchmarks that will support their acquisition.**

*“Also to reach the goal or our vision or our mission, this is the quality education. We must be clear about the objectives of what we want to be in our country. All Zanzibar schools should be effective at teaching, and have quality teachers with different strategies, and different knowledge. If we have this, then we can get quality education and we can reach our goal.”*  
(Female secondary teacher, from an urban school)

What is now necessary is to draw the energy and commitment of all into a common shared vision of the key outcomes of quality education. This vision should seek to develop a wide range of capabilities that will be valuable in many different work and life paths, and should be shared and supported by all stakeholders. From this, a framework can be established which details the important dimensions and an approach to assessment that is sympathetic to local variables and readily transferable to the classroom. If Zanzibar is seeking to produce students who are literate and numerate, who have the requisite knowledge and skills, and the thinking abilities to be able to apply these skills, then the learning process in the classroom needs to reflect that. The curriculum institute could be utilised to consider how these critical thinking skills can be developed through the curriculum.

A tertiary stakeholder talked about a Chinese model of vocational training where students are linked directly with businesses to learn about the culture of work. At the school

level, projects could be set up whereby students interview businesses to find out the skills and qualities they are seeking. These projects could be a formal part of ongoing assessment, with the additional benefit of nurturing independent study skills.

- 3. Every school should write a clear two-year school development plan (SDP) about how it intends to raise the standards of teaching and learning.**

- SDPs should be reviewed annually.
- Head teachers, SMT and SMC chairs and vice-chairs should receive training about school development planning.
- The SDP development process needs to involve the community.

If providing direction is considered to be one of the two functions at the core of leadership, then there is a need here to begin to formulate and articulate that vision with the staff in school, and then set about agreeing the goals that will bring about that vision. In this way, the head teacher can be explicit about where the school is going and how it is going to get there. The more involved the community can be in the development of this vision, the more supportive of the school they are likely to be. One key strategy of a successful head teacher is to ensure that the organisation and professional cultures within a school match the vision and direction that are sought. Because people usually base their actions on their understanding, effective school leaders help to create shared and explicit knowledge that supports the school's vision. Thus that clarity of detail is very important.

Deciding on the goals and outcomes the school wants to achieve makes it easier to plan how the school is going to achieve them. If they are set out in easy, progressive steps and they are achievable, not only will the school staff be able to plan together, but they will also be able to share the achievements of those plans as they are progressively ticked off.

*“One improvement we have built in a few months: three new classrooms and one office. In the near future we expect to finish the building. So this is a very impressive development for us. The School Committee was very helpful with this. Teachers worked in collaboration with the School Committee. We built it. Cooperation is the most important thing.”* (Male primary head teacher, from a rural school)

School development plans need to be dynamic, with regular reviews. Rigorous monitoring, realistic timescales and continuous evaluation will ensure this. Several head teachers asked for training in whole school planning. Training could also be offered to SMTs and the SMC chair and vice-chair.

- 4. Head teachers should establish with staff a clear vision of quality teaching in the classroom and develop a progressive plan to achieve this** (see 9.4, recommendation 1).

## 7. Coordinated training

### 7.1 Introduction

The MoEVT has an impressive commitment to training and the professional development of teachers: *“Teacher training in both in-service and pre-service is a question of major importance”* (MoEVT, 2007a:63).

Training should enable teachers and head teachers to develop the skills and competence to encourage confidence and innovation, both for themselves and with students. The path to producing a nation of lifelong learners and creative thinkers could usefully start with educational professionals, and from there move to the classroom. The training objectives should be directly linked to the objectives the Ministry wants to achieve in the classroom.

The ZEP and the ZEDP demonstrate a clear overview of the training situation and a commitment to developing strategies to develop training to meet the needs of the education system. These are contextualised within the need to promote greater coordination among the training institutions. At present, the quality of pre-service training is not providing teachers with the level of competence and confidence they need to deliver quality education in the classroom. To address this, the ZEDP proposes: *“the coordination and harmonisation of the programme and activities between the departments of inspection, teacher training colleges and teacher resource centres”* (MoEVT, 2007a:56).

### 7.2 Policy context

#### Pre-service training

Currently there are many more graduates in arts subjects than in science and mathematics. This has contributed to a shortage in these subject areas, and consequently a number of teachers graduating in arts subjects are required to teach science and mathematics. Moreover, it is noted that teachers are leaving pre-service training without the requisite competencies for dynamic teaching. In a bid to address this, the ZEP has outlined a number of strategies including the setting up of an authority to ensure quality control, creating a cadre of specialised teacher educators and exploring different approaches to teaching in teacher training and preparation. There is also the intention to expand existing potential in universities to increase the number of well-trained teachers (MoEVT, 2006:43).

#### In-service training

TCs are currently understaffed. Head teachers are members of the management committee of TCs, yet it seems that they have little influence on the development of the training carried out by the TC or how that relates to school or cluster needs. Changes outlined in the ZEP include strengthening TCs’ capacity through personnel and resources, evolving their role through coordination with other training institutions and facilitating advocacy work with communities (MoEVT, 2006:44).

#### School-based training

Previous reports on education in Zanzibar (MoEVT, 2007b, 2007c) made reference to the idea of WSD as a method of school improvement, and in particular as a way of increasing the impact of in-service training. Change is sought at all levels of the school, especially through engaging teachers in professional dialogue and development, and change in the school culture. Evidence from a study in Ghana (Akyeampong, 2004:12) suggests that a clear achievement of WSD has been the impact of increased teacher supervision and support, with more heads sitting in teachers’ classes discussing their lesson plans with them, looking at samples of students’ work and discussing the teacher’s career development.

Following its discussion in previous reports, the idea of promoting a WSD programme is to be piloted in the ZEDP (MoEVT, 2007a:51–2). This would see schools as the focus of much training, and they will be allocated a block grant for promoting a school-based development programme.

There is currently an established infrastructure in schools to promote academic developments, with an academic master who has an overview of all academic developments, and panel leaders for each subject area.

### 7.3 What participants have to say

There is general agreement that training is vital if the quality of teaching is to be improved. Comments about training centred on its frequency and the need for more. *“There is INSET but it has long gaps which make it like an iron that has rusted and needs scrubbing”* (Male deputy head teacher, from an urban primary school).

#### Pre-service training

There seems to be general agreement across all stakeholders that there are too few qualified and competent teachers entering the teaching profession, and that there is a direct link between this and the quality of education on offer. *“Inappropriately qualified teachers in schools make the teaching of some subjects impossible”* (Secondary head teachers, during a rural focus group).

The closure of the teacher training college is seen by many to have left a gap in the training opportunities open to teachers.

*“The teacher training college has been phased out. It is a real pity. There was a teacher training college but it has been turned into a university. Do you want to know why? Because the government has been told to have some infrastructure and there was no structure already so they chose that one...There’s a teacher training department in the university, but it doesn’t teach to degree level, just to diploma level.”* (Male secondary stakeholder, from an urban area)

The perceived result is that there is a critical shortage in some subject areas, particularly science and mathematics. There is concern among some stakeholders that many students are opting for arts subjects or religion in preference to more difficult subjects:

*“There’s an overabundance of religious teachers and not science subjects: so the government must make a good preparation. They need to decree the number of those taking non-science subjects. Do you know why people like arts subjects? Because it is easier to pass! There used to be an incentive for people taking science, they were given some priority. Those people who took a science subject were given a notch higher. This way you were given an incentive. Now there is no difference – all are paid the same.”* (Male secondary stakeholder, from an urban area)

The result is that many teachers with insufficient knowledge or experience end up having to teach science: *“Just two weeks ago I saw a teacher teaching Form 2, when she herself studied the subject just up until she was in Form 2. After that she just studied religious subjects”* (Male secondary stakeholder, from an urban area).

**“There is INSET but it has long gaps which make it like an iron that has rusted and needs scrubbing”**

*(Male deputy head teacher, urban primary school)*

There is also concern that newly graduated teachers are not leaving with sufficient facility to be able to adapt or develop the curriculum: *“Diploma graduates are not leaving with the skills to be able to translate and interpret the curriculum. If they could do this, then the teachers could also work together to support each other with materials”* (Tertiary stakeholder).

#### In-service training

The establishment of TCs in clusters has been greatly valued by schools and communities. At school level, TCs are seen as being supportive of their work and geographically accessible.

However, the TCs have not been able to function efficiently because of the lack of, and inadequacy of, personnel and resources: *“The growing expansion of the system makes it difficult to extend the required services. The number of teachers to be trained is huge compared with the resources”* (Male secondary stakeholder, from an urban area).

Additionally, some TCs have been supplying training to supplement teachers’ lack of basic skills, which has limited the number of developments the TCs have been able to carry out.

*“This is a real gap – student teachers are leaving their training without being clear about the difference between an overall objective and the smaller objectives that build towards this. This is the job of the TCs: the advisors can mentor teachers. People can’t break down the schemes of work into weeks, periods and hours. Teacher centres can do this...And this will then affect the teaching and learning resources, and the things they can develop to support their teaching.”* (Tertiary stakeholder)

At a secondary and tertiary stakeholder level, it was felt that despite TCs’ value, some changes are needed in order for them to maximise their potential, eg the introduction of formal systems for recording how many teachers are being trained or supervised. This would encourage a more proactive and less reactive response to the demands: *“The TCs are doing a great job despite the lack of manpower. But I always comment that we do not have a record of who has been trained and we do not follow up these teachers”* (Tertiary stakeholder).

The general feeling is that more coordination is needed from the Ministry level.

*“TCs need to develop a systematic training programme that is planned and progressive. At the moment, TCs just respond to problems and teachers’ perceived needs. There needs to be recognition by the Ministry that individual TCs cannot institute a planned programme by themselves.”*  
(Male secondary stakeholder, from an urban area)

The Inspectorate is a highly trained and experienced group. Although schools experience Inspectors largely in an inspectoral role, there is much more that they could offer.

*“Inspectors themselves should be involved in the development of INSET modules. There is one secondary inspector involved at the moment who is writing something with tutors from colleges and secondary school teachers. Inspectors should be involved in training too.”* (Tertiary stakeholder)

Some Inspectors have received training in mentoring and have enjoyed exploring this different role. Although Inspectors have little time (there are 17 Inspectors to cover Unguja and 14 for Pemba), their role with respect to the training and mentoring of head teachers could be expanded. What is clear is that the wealth of knowledge that Inspectors and TCs hold about education, schools and teaching skills is under-utilised.

## School-based training

There is a growing awareness of the need for schools and in particular head teachers to play a major role in the training of teachers.

*“TCs depend on the head teachers being effective, committed and active, and the readiness of head teachers in school. If they lack the skills and commitment, then there is a problem moving the school or the teachers forward.”* (Female secondary stakeholder, from an urban area)

In order for this to happen the head teacher and SMT need to be able to evaluate training needs, plan to meet those needs and deliver or arrange the delivery of the training. In schools, the panels are seen as key in identifying and supporting training needs. At secondary and tertiary stakeholder levels, the focus is on the formal systems to be established in schools to ensure training meets the needs of the school and the individual staff.

*“The head teacher needs to be aware of their teachers’ needs for support and also the upgrading and professional development they require. If the panel is working well, it can work with the head teacher to sort this out. We need to train people in this aspect. If the panels are not meeting then there is no-one coordinating the teachers’ needs.”* (Tertiary stakeholder)

The role of the academic master, although clearly concerned with academic developments, was less tangible. At a meeting of tertiary stakeholders<sup>3</sup> this was raised as an issue, as well as the need to expand the role of academic masters. However, the central role of the head teacher in monitoring was again emphasised: *“The head teachers delegate power to the panel leaders, but when they delegate the power, bas [Kiswahili: ‘that’s it’], finished, it is up to them. They don’t do the follow-up, that is the problem”* (Female secondary stakeholder, from an urban area).

School-based INSET is seen as an effective way of boosting teaching and learning, and a vital element in WSD. Teachers and other stakeholders see head teachers as having a key role to play in delivering INSET. Some head teachers felt that further training in delivering INSET would be useful. It was also suggested that their teaching load would need to be reduced in order to spend time in the classroom analysing training needs. Panel leaders and experienced teachers were also mentioned as potential resources for in-school training.

*“The panel leaders should help each other; every panel has a meeting twice a month. If they have a problem, they should help each other solve problems together. And the head teacher should be there.”* (Female secondary stakeholder, from an urban area)

Utilising resources across different schools was also suggested. One tertiary stakeholder talked about a secondary school which had no proficient science teacher for the higher levels. He initiated negotiations with a neighbouring school to ‘lend’ their science teacher for one day a week. This could also open up opportunities for the professional development of staff, who could observe quality teaching.

### School-based training: making it happen

The researchers were fortunate to visit a large secondary school on the edge of town run by a competent head teacher who has a clear expectation that all teachers will feed back about the training they have received. The head teacher has her own pro forma for training which the SMT use to look at the strengths and weaknesses of the staff. The staff are consulted about the training they need and the options discussed with them. Wherever possible, more than one teacher will be sent on a course to facilitate peer support.

After training, the head teacher makes a point of asking the teacher what they have learnt. It is then the panel’s responsibility to organise dissemination of the knowledge and skills to other staff. These plans are discussed with the head teacher.

3. Mid-term project review meeting, MoEVT, November 2009

There were many comments from teachers concerning peer support, which was seen as a motivating way of developing skills and collaboration. Given the logistical difficulties of travel, it makes sense to think about what can be strengthened at school level, and this needs to be encouraged by head teachers. One consistent theme throughout the research was a desire to ensure that training has the maximum impact on practice.

*“There is a weakness now in translating training into practice. There is a lack of follow-up to see whether training is successful. We need to find ways to help teachers to grow professionally. But training teachers without follow-up is a waste of resources and money.”* (Female secondary stakeholder, from an urban area)

Head teachers clearly have an important role to play in following up training and ensuring it achieves maximum effectiveness for the individual and for the school. In order to support this process it was suggested again and again that head teachers should teach less and supervise more.

*“If you take away the teaching load and give responsibility for mentoring to head teachers and give them a front role so school-based INSET is conducted, it will boost teaching and learning. At the moment it is very difficult, as head teachers are busy with admin. If they could inspect teachers and prepare a needs analysis, then INSET could follow and panel teachers could monitor that training is delivered.”* (Female secondary stakeholder, from an urban area)

## 7.4 Recommendations and practical suggestions

### 1. Carry out a needs analysis to clarify the number of teachers needed for each subject, and ensure sufficient numbers of teachers are trained in science, maths and English to meet the present shortfall. Reduce appropriately the number of teachers graduating in subjects of teacher surplus.

*“The diploma must reflect what he is teaching. We therefore need to make sure that teachers get a diploma in the subjects that they are teaching so their learning is reflected in their practice.”* (Tertiary stakeholder)

### 2. Provide support for teachers by breaking down the curriculum into small, practical units with a particular focus on English.

- TCs should take a lead in curriculum support to teachers, to increase capacity in schools.
- At pre-service level, ensure more course elements take place in English.

Given the long-term nature of redressing the subject imbalance, it will be vital in the interim to provide a practical breakdown of the curriculum to support teachers. TCs could take a lead in this. Each TC could be responsible for producing guidelines for different areas of the curriculum. Thought could be given to how best to involve teachers and schools, which would offer very practical professional development around the skills of breaking large objectives into smaller ones.

TCs could also use good lessons they had observed. The NTRC and a subject specialist could pool these and moderate them. The result would be a practical pack for teachers to use across the islands. Any training that ensued should take place in one cluster school, to include a practical example in the form of a lesson, beside any theoretical discussion.

A bilingual version of the syllabus would also ensure that teachers are clear about the concepts they are being asked to teach.

At a pre-service level, more elements of the teacher training course should take place in English, with plenty of examples of activities and the active use of vocabulary. English competence could then be examined at the end of the course, with a pass in English being essential to an overall pass.

### 3. Strengthen the management and capacity of TC staff.

- Ensure the provision of a clear, detailed TC development plan.
- Build the capacity of TC personnel through training and conferences.

*“Effectiveness comes from having quality people to go out and support teachers. There is a failure to do this. There is a scarcity of quality teachers in some specialised subjects. Even if there was a political will to fill the vacancies, the Ministry is unable to do it.”* (Male secondary stakeholder, from an urban area)

This could involve:

- yearly training offered to TC advisors to extend their knowledge base
- weekly teaching sessions carried out in schools by TC staff, to build and maintain the practical element of their work (perhaps as a demonstration lesson)
- regular TC conferences to talk about issues and share good practice (eg there could be a ‘theme’ at each TC conference, and each TC could present the work it has done relating to the theme).

Monitoring systems could also help to promote the professional development of TC staff. At regular staff meetings, activities could be evaluated against the termly and yearly TC development plans. Each TC coordinator would also be responsible for checking on the action plan of each advisor in line with these stated objectives (through observation, discussion, feedback from schools), and report progress to the NTRC and to the Ministry. As always, aspects of good practice should be highlighted and shared.



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Participants highlighted the challenges of creatively teaching large classes with very limited resources such as this class from Fuoni Primary School.

**“We need to be linking the head teacher, the TCs and the Inspectors [for recognition of training needs].”**

*(Tertiary stakeholder)*

**4. Establish more consistent coordination between the different training and monitoring services.**

- Inspectors should identify gaps in teacher education across the islands and feed back to pre-service training.
- TCs should collate head teachers’ and teachers’ views about training needs and feed back to pre- and in-service training.

Two key questions are: ‘how can information be shared?’ and ‘how can this information be successfully coordinated in order to ensure a well-planned use of the available resources?’ At a pre-service level, there needs to be regular and detailed feedback about any gaps in the skills of newly qualified teachers. This needs to be systematic and regular, and to lead to change. At an in-service level, the emphasis is again on regular and systematic information exchange.

*“TC links with Inspectors need to happen. When the Inspectors inspect schools, they write reports and these need to be circulated to the TCs so they can highlight categories of teachers or particular schools that need help. The TCs can organise training, but the TCs are not in the circulation.”*  
(Male secondary stakeholder, from an urban area)

The Inspectorate could write a yearly report on perceived training needs across all schools, to be sent to the Ministry, the NTRC and the pre-service training institutes. This could then be discussed by a committee comprising representatives from the Ministry, the Inspectorate, the NTRC and head teachers. Agreed actions to meet these training needs could be disseminated to relevant stakeholders (including schools). This will give an important message to school staff about the Ministry’s continuing commitment to promoting their ongoing professional development. Teacher representatives at cluster and district levels could in turn be responsible for collating teachers’ views and feeding these back via their local TCs or through the DEO.

**5. Following a needs analysis of training requirements, ensure coordination of training at a school level, so that it is designed to meet the needs of all staff and support WSD.**

- Ensure TC staff use TC management committees to record individual school training plans and take a lead role in identifying schools with similar training needs, to facilitate joint training activities between schools. (Sub-clusters are already planned, to take this approach forward.)

*“People are under the illusion that training should happen under the TCs, but actually a lot of things should happen in the schools.”* (Male secondary stakeholder, from an urban area)

Each school needs to build a strong team to coordinate and lead training in the school. The roles of the head teacher, academic master, panel leaders and any other staff need to be clarified. As a starting point, each school should conduct a needs analysis of the strengths of its teaching staff, and areas that need to be developed. This will inform planning at the beginning of each year – identifying those areas of training needs which can be addressed within the school, and those for which outside assistance is needed. *“The head teacher should coordinate the school’s needs with the TC, so the school’s needs are met”* (Primary head teacher, from a rural school). Head teachers and the SMT should draw up targets following training. These can then be monitored, discussed with staff and used as a basis for the supervision/ observation of class teaching.

TC coordinators could gather the staff development proposals for each school and facilitate a link between local schools. Schools should be rewarded in some way if they provide some INSET support for another school.

**6. Allocate a set number of INSET days for schools, at which attendance of teaching staff is compulsory.**

Many teachers and head teachers commented on the lack of available time to develop initiatives. Thus, in order to support a regulated training programme in schools, set days need to be allocated in the school calendar, when students are absent so teachers can concentrate fully on their own learning. If these days are coordinated, it will facilitate the sharing of training, experience and resources between local schools. Attendance at these in-service training days should be a statutory part of teachers’ work and contribute towards their continuing professional development.

**7. TCs should support school-based training by providing set training modules to support WSD.**

*“The Ministry should make another effort and set a budget that would allow systematic INSET rather than an ad hoc approach. There would be modules for INSET and a certificate, and the Ministry should have a method of appraising these teachers afterwards.”* (Male secondary stakeholder, from an urban area)

There is at present insufficient capacity within the TCs to cope with the training needed. There are frequent occasions when TC advisors lack transport for visiting schools. A decision facing TCs at the moment is: should they allocate time for visits they are unable to make, or do they accept that they cannot make these trips and find other ways to use the time and still support schools? This would need to be centrally directed from the NTRC.

**“Training is important for teacher motivation: seminars, workshops and in-service training. If we can share learning with maybe four teachers, that would be good, but we don’t have the time.”**

*(Female primary teacher, rural school)*

A change of locus from TCs to schools would enable the numbers of teachers reached by training to increase. The provision of set, detailed training modules designed and delivered by the NTRC and TCs around a limited number of issues could support a cascade model of training given at the school level. In order to avoid the dilution that often accompanies cascade training, trainers would need to practise in pairs and the courses would need to be carefully structured.

*“We attended a seminar about inclusion and thereafter we had to give the course to our teachers here. But we had it for five days and when we were here (back at school) we had to plan for three days. Some of the course for me vanished in my head and for the teachers of the course, it is the same.”* (Male secondary head teacher, from an urban school)

There was also a suggestion by a tertiary stakeholder to extend these training modules to include the community. *“If we can prepare modules to educate the whole school community and they know their responsibility, then they will have a learning community.”* The more the community is aware of the importance of education, the more its members can support the school system.

**8. Ensure all head teachers and senior members of staff have the skills required to deliver training and effectively monitor and support teachers following training.**

Several head teachers commented on the need for guidance in training methods. Teachers value positive and supportive follow-up to training. Thus if all members of the SMT involved in post-training support received guidance in lesson observation and mentoring, it would facilitate the process of putting theory into practice.

## 8. Raising teachers' professional profile

### 8.1 Introduction

There is great concern at all stakeholder levels about the competence, commitment and motivation of teachers. Teaching is not seen to have the status it once had. Any changes that the Ministry and schools seek to make must consider these issues in order for the quality of education to improve.

*"The quality of an education system cannot exceed the quality of its teachers."* (Barber and Mourshed, 2007:16)

*"We say we want teachers to teach in this way. They are made aware of what is wanted. How do we change? Implementation is a problem because of the support that is needed. We need to change teachers' belief from one position to another – what are the benefits for them? – give them resources and support. When teachers are supported, they change."* (Female secondary stakeholder, from an urban area)

### 8.2 Policy context

The ZEDP includes a number of measures to be implemented across the education sector to address the professional needs of teachers. These include establishing a clearly defined career path based on experience, performance and training, and a regulatory body to oversee teachers' terms and conditions of service (MoEVT, 2007a:23). Strategies to address teacher shortage in key subject areas and the equity of distribution in rural areas include targeted teacher education programmes to increase the availability of qualified teachers in shortage subjects, and making it compulsory for teachers to spend some time working in rural areas as part of their professional development (MoEVT, 2007a:45–6). In response to concerns about large class sizes, the ZEP has given an undertaking to: *"Review norms about class size, number of teachers and the teaching load"* (MoEVT, 2006:41).

With regard to teacher training at a pre-service level, there is an intention to establish a national authority for control of teacher training and also to develop teacher training policy and guidelines, establish a teacher education department at the State University of Zanzibar and expand the role of student teachers in the islands (MoEVT, 2007a:23). At the in-service level, there is an intention to promote regular and well-planned training as a part of teachers' professional development. TCs will play a key role in this (MoEVT, 2007a:23). Alongside head teachers, the aim is to provide improved teacher supervision and support. *"Additionally all primary school teachers will be trained in the use of Kiswahili and English as language of instruction by 2011"* (MoEVT, 2007a:107).

On a practical level, the Ministry intends to construct 175 houses for primary schools and 175 for secondary schools in areas with recruitment problems. Additionally attention will be paid to the provision of teaching and learning resources, including textbooks and teacher guides, and school infrastructure, including libraries and laboratories (MoEVT, 2007a:65, 68). The stated target for 2016 is to provide 330 new primary classrooms, upgrade 875 existing classrooms and build 550 new secondary classrooms, as well as procure school furniture and equipment (MoEVT, 2007a:108–9).

### 8.3 What participants have to say

*"We want to climb the mountain, but it is difficult. It is very steep."*

*(Female secondary teacher, urban school)*

As an overall response to descriptors of quality education, the input that dominated discussion was the provision of committed and competent teachers. The researchers met and observed some talented and committed teachers working extremely hard in very demanding conditions. However, the motivation of a large number of teachers is seen to be lacking, with a consequent harmful impact on learning in the classroom: *"Teacher motivation is a huge problem. Teachers are very unhappy"* (Female parent, from an urban area). Teachers attributed this lack of motivation to their conditions of service, the pressure of their working conditions and their lack of training.

*"So the question is of satisfaction, fringe benefits and the work environment. If you are in a school with no materials or teaching aids, you become disappointed because you cannot do your job well."* (Tertiary stakeholder)

Some members of all stakeholder groups expressed sympathy with these difficulties, while others were concerned that lack of motivation and poor teacher attendance was denying students their full educational entitlement. *"Teachers are not well trained and are not very serious about their work. They want a job, but they don't want work"* (Tertiary stakeholder). Participants felt that head teachers had little to offer teachers in terms of benefits and thus were generally unable to influence the level of teacher motivation and commitment.

## Teachers' conditions of service

### Salaries

There was unanimity among teachers and head teachers about the need to raise salaries. This view was endorsed by other stakeholders in focus groups and interviews, with a general acknowledgement that teachers are not well paid and salaries are considerably less than on mainland Tanzania. *"Most of the teachers are running from this island because of the small salary"* (Male primary teacher, from a rural school). Teachers feel that the system of increments is unclear and the steps of each increment are too small. Some wanted to be rewarded for length of service. There is also a view that the career path for teachers and how to gain promotion is not transparent.

All teachers feel an increase in salary would have a direct and immediate impact on their motivation and the quality of education. Some stakeholders were less sure and others felt that civil service salaries were a national issue. *"If teachers earned more money, that would only solve a bit of the problem"* (Male parent, from a rural area). Many participants talked about teachers having an additional job to supplement their income.

***"Most of the teachers are running from this island because of the small salary."***

*(Male primary teacher, rural school)*

***"The salary is not enough. For example, on my side when I return on Saturday or Sunday I spend the day in the field farming. My pocket is empty and I need more money to support my children and my family."***

*(Male secondary stakeholder, rural area)*

### Housing and transport

Another concern is the lack of promised housing. This is seen as a problem for head teachers, who need to live near the school because they work long hours and need to be close to the community. Where housing is available, it is not felt to be in good condition. Good housing, conversely, was seen by one head teacher to have the benefit of attracting staff. *"You need to tie the teacher with incentives, for example, a good house"* (Male primary head teacher, from an urban area).

Lack of housing also affects punctuality, as some teachers have to make long journeys to work. Though many teachers receive a travel allowance, some feel it is insufficient or they think that the Ministry should provide a bus. Several participants thought that teacher location is a recruitment issue. Others regard teachers' lack of punctuality as another example of their lack of commitment.

### Working conditions

Participants highlighted several issues about teachers' working conditions. All stakeholders talked about class size, the condition of school buildings and the lack of furniture. Teachers especially mentioned the teaching load.

#### Class size and resources

Large classes are enormously onerous for teachers. *"They also fear giving lots of exercises because they will then have to mark them. The large classes affect the way the teacher looks at their job"* (Tertiary stakeholder).

According to the Ministry's latest figures for the basic education level, the pupil/teacher ratio for the two islands is 31:1 (MoEVT, 2007a:14), though there is wide variation between urban and rural schools. The highest is at Micheweni district in Pemba (46:1). For classes, there is a benchmark figure of 40 (MoEVT, 2007a:59), though the pupils per classroom ratio is 84:1 in general (MoEVT, 2007a:14), with the highest figure in west district being 138:1. A large class is officially defined as being over 80 and should have two teachers. These large classes are seen by all as a major impediment to quality education. *"There are 100 or 200 children in a class. Sometimes there are two teachers in the class, one to keep the class quiet and one to teach"* (Female parent, from an urban area).

Many schools operate a double shift system (where students attend for either the morning period 7.30am–12.30pm or the afternoon period 1pm–6pm, sometimes on a weekly rotational basis) to cope with overcrowding. This was not supported by the participants in this research as beneficial to teaching and learning, although many saw the necessity for it. Staff groups are often split into morning and afternoon shifts and there were complaints by some teachers that teachers in the afternoon shifts often had to clear the mess from the morning classes before they could start teaching. Often head teachers will work both shifts.

Besides all the difficulties of teaching such a large class, there is the additional problem of evaluating the lesson and marking, which leaves less time for teaching.

*“The teacher has to stay in the staffroom because they have a lot of exercise books for correction. When they go to the class, for example, it is difficult to continue teaching because maybe the homework or the classwork still needs correction.”* (Male secondary stakeholder, from a rural area)

Class sizes are forced up by the fact that in certain subjects, most commonly science and maths, there are acute teacher shortages. *“The geography teacher has to teach three classes at the same time – 180 students – because of a scarcity of geography teachers”* (Female student, from an urban school). Such large classes have a very negative effect on teachers’ morale, as does lack of resources.

There was a raft of responses from all stakeholders regarding the lack of teaching and learning materials in schools. Teachers spoke of a lack of textbooks for themselves and the students. They view these as being essential for improving the quality of teaching and learning. Additionally, science teaching is beset by a lack of laboratories, material and equipment. Teachers find the lack of resources hugely frustrating, seeing it as making their work very much more difficult or, some feel, impossible.

### School buildings

Inside the classroom there is often no furniture, so that students have to sit on a dusty, sometimes broken, concrete floor. The researchers observed classes of Form 2 students studying in this way. *“Schools need desks and chairs. Many students have to sit on the floor”* (Female parent, from an urban area). Classrooms lack doors and window grilles, making displays of posters or students’ work impossible. Neither teachers nor students find this conducive to teaching or learning.

**“Schools need desks and chairs. Many students have to sit on the floor”**

*(Female parent, urban area)*

### Workload

Workload is not evenly shared through schools. Teachers, especially those teaching a shortage subject, work very long hours and have no time for preparation or marking. Such a workload leaves little energy and no time for self-study/professional development. *“I spend 36 periods a week teaching. I have no free periods and perhaps another duty as well, as section leader/cashier”* (Male primary teacher, from a rural area). This is echoed by other stakeholders. *“There is a heavy teaching load. There needs to be a manageable teaching load”* (Female parent, from an urban area).

Many teachers think that head teachers are powerless to effect change. A typical reply about heads’ ability to raise morale was: *“To do that, they would need to lighten the teaching load and they are not able to do that”* (Female secondary teacher, from an urban area).

### Attendance and punctuality

There is a divided opinion regarding teacher attendance. Some participants feel it is not a problem, while others see it as a major statement about the commitment and motivation of teachers generally. However, there was greater agreement about the issue of punctuality. There is a problem with teacher distribution; some staff face long journeys. Though some receive a travel allowance, many view it as insufficient. Rather than take the bus, some prefer to wait for a free ride and can be one to two hours late for school.

*“If you take the road north at about nine or ten o’clock, there are teachers standing at the side of the road hitch-hiking. These teachers have received an allowance for travel yet they are not using it and they are late for school. They are not committed.”* (Tertiary stakeholder)

Others see this as an issue that the Ministry should resolve.

*“If we decide everyone should be in school by 7.30am, then they should be there and we should look at recruitment. If teachers live in town and are deployed to schools in the north, they will definitely be late. The Ministry has a responsibility to do something about this.”* (Male secondary stakeholder, from an urban area)

The researchers were also told of the frequency with which teachers take other jobs, some of which impinge on their teaching work. *“It is a problem – a big problem. Some people do other work rather than come to school”* (Primary head teacher, from an urban school).

Parents expressed great concern about the amount of time that their children were in class without a teacher there. The researchers also learned that the UK Department for International Development (DFID) views the poor attendance of teachers as the major cause of leakage of funds that it contributes to budget support in Tanzania.

### Training

Training is a major issue for teachers. Some 10 per cent of teachers overall are unqualified, with a higher percentage in rural areas. As discussed in Chapter 7, many teachers are teaching a subject for which they are neither qualified nor trained. The lack of qualification or subject knowledge presents teachers with difficulties in understanding and breaking down the curriculum for their students. It limits their confidence and consequently their teaching, and is thought to be one reason for the persistence of a lecturing method of teaching, whereby students are not expected to ask questions and the teacher's knowledge is not tested. *"Frequent INSET is important, as if you have a long time without training, teachers will forget what they have learned and then they will resort to other, less friendly methods"* (Female secondary teacher, from an urban school).

Training is thought to be too infrequent, particularly in rural areas, where it is very much needed but where it is often more difficult to travel to a TC. Thus training in schools becomes more important, as does the functioning of structures within the schools, such as panels, to carry this out.

### English competence

With the exception of Kiswahili, Arabic and religion, all subjects at secondary level are taught in English. Additionally maths and science are taught in English from Standard 5. English competence is not required for entry into teacher training college, nor on leaving. As a result, many teachers do not have the command of English required to teach their subject, and their impoverished English is a poor model for students to learn from. This is a major impediment to teachers' work and consequently to students' understanding and attainment. *"Many teachers can't understand English, so they just copy from the book. That's it, they can't explain and they can't do the corrections"* (Female parent, from an urban area).

Teachers' inability to explain often leads to a classroom methodology that prohibits questions from the students and means questions asked by the teacher will only be closed ones whose answer the teacher knows. TCs devote much of their work to raising the standard of teachers' English. However, the need for training and support in English exceeds the capacity of TCs to deliver it, so the teachers do not get the support they require. The lack of fluency in English restricts teachers' confidence, ability and ultimately their motivation and morale.

**"Not enough teachers speak English."**

*(Female primary teacher, rural school)*

**"Many teachers can't understand English, so they just copy from the book."**

*(Female parent, urban area)*

## 8.4 Recommendations and practical suggestions

### 1. Consult with head teacher and teacher representatives regularly about new initiatives and changes by extending the head teachers' committees to include representative groups at cluster, district and national levels.

The 2008 Centre for British Teachers/VSO *Managing Teachers* report, which looked at the centrality of teacher management to quality education in 13 developing countries, noted the importance of a professional dialogue between teachers and policy makers (Mpoksa, Ndaruhutse, and Nock, 2008:22). Without adequate communication or consultation, teachers may feel disenfranchised and may be more ineffectual in their roles. Clearly the morale of many teachers in Zanzibar is low. While there are many issues that lead to this, there is a lowering of professional norms in some schools and a need for teachers to reassert their own professionalism.

*"For me, even though there is this [lack of motivation] I am trying, willingly, but if in discussion with other teachers, we will say we are disappointed. Where can we send our claim? Even in meetings with the Ministry, there is no follow-up."*  
(Female secondary teacher, from an urban school)

Teachers greatly value meetings and their voice being heard in schools. Head teachers meet on a regular basis and this is part of their professional persona. Consultations with teachers would help to re-establish a teachers' professional voice, instigate debate about education and the place of teachers in this. Giving teachers a voice at a district and national level might be a useful and powerful way of being able to ascertain which actions are working and which are counterproductive. Money would need to be allocated to ensure teachers could travel to meetings not at their school, and it would be necessary to investigate whether there would be interest from donors in this.

**For me, even though there is this [lack of motivation] I am trying, willingly, but if in discussion with other teachers, we will say we are disappointed."**

*(Female secondary teacher, urban school)*

### 2. Introduce a probationary period for new teachers, with agreed performance targets.

Teaching competence could continue to be monitored as part of a probationary period for new teachers, with agreed performance targets. If newly qualified teachers were obliged to pass a probationary period this could be monitored by head teachers using centrally agreed standards of performance/attainment targets in the classroom and school. This would help to establish a system of continuing professional development and monitoring within the school setting. The more this is institutionalised in performance management reviews, the more effective it will be.

### 3. Ensure teachers finish initial teacher training with sufficient English competence to deliver their subject.

Teachers need support to increase their English skills. Without this, the curriculum that students receive will be impoverished. The English teachers at both primary and secondary levels to whom the researchers spoke expressed the desire to be able to support teachers across subjects to produce relevant materials in English. Many spend their spare time creating resource banks. It would be helpful if more time could be allocated to English departments to work collaboratively with other departments.

A group of teachers also mentioned the value of collective problem-solving around concepts that are particularly difficult to convey. Panels could take a lead role in identifying these areas and coordinating discussions. Given the shortage of time available, if schools in clusters could each take a lead in one area, these ideas could be brought together and there would be a wide variety of useful ways of approaching difficult concepts.

TCs could also help to break down the curriculum and provide ideas to support the use of English in class. Modular training units could be developed with input from teachers, thus building their capacity to share their learning in their own schools.

#### 4. Review conditions of service, salaries and job descriptions for teachers.

There are initiatives within the ZEDP to address several of the issues raised here including housing, teacher distribution and class size. It is unlikely that the financial constraints under which the MoEVT operates will allow it to deal with these issues in the short term. In the interim, it is important for teachers and the Ministry to establish a dialogue so that both parties are clear about what will and will not happen, and what will occur in the intervening period.

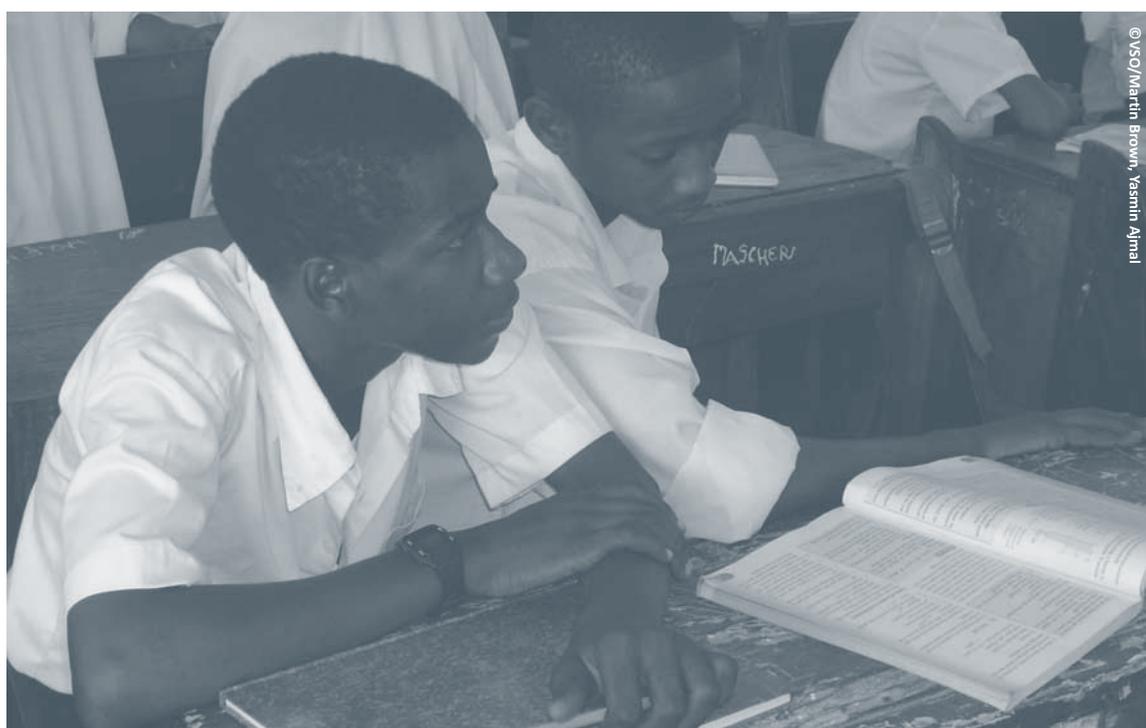
Consulting with groups of teachers or teacher representatives would assist in the development of a clear, simple job description and conditions of service. Teachers would then have clear information about their salaries and conditions of service, including hours per week, weeks per year, maximum teaching load, support for transport costs, holidays per year, timetable, roles and responsibilities, and expectations of their work in school based on this information.

Clear systems of monitoring and follow-up should be established with reference to the job description. A set of agreed procedures to be followed if the contract is not upheld should also be established. A system should be set up to oversee these procedures, with a designated person to deal with difficulties as they arise. Teachers would then be given copies of the procedures and a fixed time to respond.

#### 5. Work closely with SMCs (training and regular meetings at a district level) to help them build a dialogue with the community about teaching professionalism and the head teacher role.

The Ministry should share the review of the teachers' job description with the community. Through the SMCs, ensure the community is aware of the need for support for teachers. Ministry representatives could meet with all SMC chairs and vice-chairs to discuss the need to develop teaching as a profession and agree how best to engage the community in discussion to promote understanding of any changes.

For a detailed discussion about the provision of more resources, please refer to Chapter 9.



Students enjoy participating in class discussions at Vikokotoni Secondary School.

## 9. Quality education: The centrality of teaching and learning in the classroom

### 9.1 Introduction

What does quality education look like in practice? To ascertain participants' perception of quality education, the researchers asked them: 'If you were to walk around a school where there was quality education taking place, what would you be seeing? What would be happening in the classrooms?'

The process of teaching and learning in the classroom is perhaps the most crucial area when considering quality education, yet it is often overshadowed by concerns about inputs and outcomes. It is in the classroom process that the most important part of education takes place, where the thinking is done, where students learn, where they learn about learning, where they acquire the motivation to learn more, and where the foundation is laid for future learning. Therefore the pedagogy, classroom atmosphere and relationships should all encourage and develop those skills that foster knowledge, competencies, attitudes and values relevant to modern life in Zanzibar.

The research findings point overwhelmingly to concerns from all stakeholders about the lack of teaching resources and poor working conditions, and the pressures these place on teachers and classroom practice. However, the researchers also saw some examples of exemplary teaching even within these demanding conditions. Thus the important questions are:

- what is possible within the current constraints?
- what can be done to strengthen inputs and processes?
- what can be done to raise morale and hope, through the recognition of small steps towards the delivery of quality in the classroom?
- what role can head teachers play in ensuring that raising the quality of teaching and learning in the classrooms is central to all activities in school?

### 9.2 Policy context

The ZEDP has a comprehensive range of objectives and strategies relevant to the development of quality education and many of the ideas raised in this chapter. This is illustrative of the strategic overview held by the Ministry. It is hoped that the ideas discussed in this chapter will provide some support for these.

A key education objective is *"Providing a safe and healthy environment for teaching and learning"* (MoEVT, 2006:5). Key strategies include the establishment of benchmarks for what the optimum learning environment in the classroom should be. Mention is also made of the need to build on the knowledge and skills acquired at primary level to facilitate the development of logical reasoning and higher-order analysis skills (MoEVT, 2006:13).

Current assessment of the curriculum acknowledges both that the curriculum is overloaded in terms of the number of subjects and content at all levels, and that there is a lack of sufficient achievement targets. Thus the suggestion is to review the curriculum and establish benchmarks for measuring quality at different stages (MoEVT, 2006:22). This would allow for a more diverse measurement of skills at the various levels (MoEVT, 2006:28–9). Further to this, it is intended that a pilot school self-assessment programme be established to promote schools' monitoring and evaluation of their own teaching processes and learning achievements (MoEVT, 2007a).

There are a number of references to the development of teaching and learning materials which support effectiveness at a local level (MoEVT, 2006:29–30). While making a strong statement about language, the policy expresses concern about the shortage of competent language teachers and poor teaching methodologies.

*"Language is a key tool in the learning process. Prominent educationists attach a lot of importance to the language of instruction, as it is the vehicle through which knowledge is internalised."* (Tertiary stakeholder)

To support the use of the English medium at secondary level (and from Primary 5 in mathematics and science subjects), the policy recommends improving training methods for language teaching and upgrading teachers' competence in English and Kiswahili (MoEVT, 2006:35–6).

## 9.3 What participants have to say

### Resources

A significant number of participants highlighted the importance of a good environment, conducive to learning, in the provision of quality education. As one student observed: *“We need a conducive environment where students have a peaceful mind.”*

At the simplest level, this implies the need for sufficient numbers of schools within easy access to local populations. Zanzibar’s record on the accessibility of schools is impressive, but there is a lack of infrastructure within schools that would provide a conducive teaching environment. The situation in Zanzibar is at a critical stage. Schools are struggling to build enough classes to accommodate the rise in population. With the advent of two years’ pre-primary, there will be a further call on space. A secondary stakeholder described the experiences of many schools:

*“Nowadays there are large classes...there is a lack of infrastructure in the school. Students should have chairs and tables. This would make them learn better. They cannot learn if they are on the floor.”* (Female secondary stakeholder, from an urban area)

Lack of classrooms has a knock-on effect on class size. The frustration shared by this teacher was a commonly expressed sentiment:

*“Quality education comes in the class with the roll of the class (not being so high). The teacher might look and help each student when the roll is small (eg 30). If the roll is 60–70, then you can’t.”* (Female primary teacher, from a rural school)

Participants also want the environment to be clean, attractive and comfortable, with water and sanitation, and enough laboratories and libraries. Many schools lack electricity, and, in rural schools in particular, there is often no running water and poor sanitation. Schools in the town areas tend to have better facilities (electricity and sanitation), but these are often offset against the difficulty of expansion. Further to this, many secondary schools are housed in what were previously primary schools, so there are few specialist laboratories or libraries. The learning of science was mentioned by several parents as necessary for their children to have a chance of a good job:

*“If they study science, they can get work. A good primary school should have good science teaching. If they have it in the primary school, they should have it in the secondary school.”* (Female parent, from an urban area)

However, the sheer numbers and lack of space can be a serious obstacle to this. One head teacher talked about the logistics of trying to accommodate over 200 chemistry students for the January practical exams in tiny laboratories. The class has to be divided and work in rotation.

It was also agreed without exception by participants that a range of teaching materials (adequate provision of text and reading books, pens, science equipment, posters and computers) are crucial to ensuring quality education. This is eloquently expressed by a student from the Alternative Education Centre (an excellent resource set up in the last few years to cater for students who would otherwise be out of school):

*“I think we have big problems within Zanzibar with student books. Only teachers have reference books. Students have no books. The Ministry has now prepared books for students for science in particular. Then they can study at school but also at home. Previously they just read the teacher’s notes from the board. But now they have their own books. So these books have helped.”*

Many teachers and head teachers talked about the impossibility of being able to deliver a curriculum without the support of resources.

Security is also an issue, as almost every classroom lacks doors and bars over the window spaces. Provision of these would make the classroom secure and thus encourage the use of posters and displays of children’s work on the walls.

### Crowded classrooms

There are eight classes in a rural primary school with 450 students. Of these eight classes, two have desks and chairs. In the larger of these two classes, 30 per cent of the class sit on the floor. In the classes without desks and chairs, the children are forced to sit on the floor.

At the entrance to the Standard 2 class you encounter several rows of neatly placed shoes. Inside a room 5m × 5m sit 80 children. This is a ‘temporary’ classroom in a building originally intended for a teachers’ house, but as the roll has increased the school needed to use one room as the classroom. There is another room, but this has no floor so cannot be used at the moment.

In this lesson the students were sitting in groups of 10 with one book per group. It was a reading lesson. One member of each group held the book and read aloud. The other students repeated what was being read orally, but most were unable to see the printed text.

This view of resources is not without importance. Many lists and indicators describing quality education state that the presence of sufficient teaching and learning resources and a conducive physical environment are essential ingredients. A Global Campaign for Education position paper (GCE UK, 2008:3) talks about ‘accessible learning environments’, which include the curriculum, learning and teaching materials, and the built environment. Thus the emphasis placed on inputs by the participants in the research is a very logical response to an evident lack of equipment and to difficulties in infrastructure. However, there were many examples of creative and imaginative solutions that individual teachers and schools are using to deal with some of the difficulties. In the current climate of resource deficit, there is much to be learned and shared. The environment is also a massive resource for teaching and learning materials. One head teacher talked about how he encourages his teachers to use the resources that are all around the schools:

*“The teachers for Standard 7 have to get the children outside, for example, I want to teach a flower. There are many flowers. So I tell the student ‘find me a flower and come to me’... for the students have to see, even if they know the flower.”*  
(Male primary head teacher, from an urban area)

In another school, the researchers saw examples of posters made out of rice sacks, and the innovative use of coconuts to construct a 3-D model of the renal system. As one teacher explained: *“We need resources. The most important thing is to have resources. We have learnt here to help teachers improvise with low-cost materials”* (Female secondary teacher, from an urban area).

Children are natural creators and scavengers. They have an innate tendency to build and create. How can the potential for this be maximised? What can schools do to encourage students to explore and use the local environment as a source of materials and learning?

### Making their own learning materials

A local phenomenon is the creativity and technical skills that children develop in producing toys. In the researchers’ neighbourhood, there is a monthly gathering of *magari* (cars) constructed out of flip-flops, bottles or branches from trees. They work well and are proudly displayed. These are models with steering systems, chassis and bod work.

This is a wonderful example of unconscious testing and hypothesising in the face of the limited materials available and the need to produce the biggest, most technically competent car in the neighbourhood. Good examples are rapidly copied. There is much proud posing for the camera before and after the ‘competition’, and a copy of the photograph is highly prized.

In one school, two members of the student council talked with the researchers. They outlined one of their roles as being to meet with other members of the school council to talk about school issues such as the environment. What lead could the school council take in the collection and use of localised materials?

For some (including several students), a conducive learning environment should facilitate the inclusion of students with disabilities. This is a huge issue and one that warrants a more detailed discussion than is possible within the scope of this report. It raises many questions about both physical and pedagogical provisions. However, given the building that is taking place it would seem logical for there to be clear guidance about what schools need to do as they move towards inclusive possibilities. There are many useful guidelines available from the UN and international NGOs (Atlas Alliance, 2002; Commonwealth Secretariat, 2009; Save the Children UK, 2006), to which policy makers could look for guidance, as well as VSO Tanzania’s own RIDE (Retention, Inclusion, Disability & Enrolment) project, learning from which could be easily shared.

### The process of teaching and learning in the classroom

A flexible teaching methodology involving student participation was highlighted by many teachers as the most important process to bring about quality education in the classroom. Teachers also highly valued follow-up and support by head teachers in ensuring the standard of teaching and learning in the classroom. Group work and practical discussions were frequently mentioned:

*“Students become active and involved in the lesson. It raises their skills because they are involved. It is not the teacher alone speaking. They can test, they can learn, this will give more towards their understanding.”* (Female primary head teacher, from an urban area)

Involving students in practical and concrete activities was also seen as a good way to encourage students to use their knowledge practically throughout the lesson. A secondary head teacher told the researchers what he looks for when visiting classrooms:

*“The effective teacher must give the students a lot of activities during the lesson. Teachers should use practical and concrete things to teach. Students [should be able to] use the knowledge and skills they have got throughout the lesson.”* (Male primary teacher, from a rural school)

Students highly value relationships within the classroom as supporting their learning and building a learning environment. Understanding what has been taught was frequently mentioned as the most important part of a lesson. The use of question-and-answer sessions was highly rated, as was the capacity of teachers to support those who do not understand.

*“Teachers giving feedback to students. Students will know what to improve and how to improve. Students can be active and teachers can be active. If the teacher is creative and does different things, the students will be active.”* (Female student, from a rural school)

Students further emphasised the use of praise and rewards as a way of encouraging learning in the classroom. The use of the stick was universally unpopular with students, who believe (as do many parents) that this stops the process of learning, creating an environment where students are afraid to ask for help or answer questions for fear of being beaten:

*“If students don’t know things, they get hit. I don’t know whether it’s the teachers or my child, but he gets hit a lot. He’s afraid of asking questions because he gets hit. He says that if the teacher asks a question to the class and you don’t know, you get hit.”* (Female parent, from an urban area)

However, the reality for many students in the classroom is a methodology that relies on lecture methods and rote learning. Many teachers are aware of the disparity between what they see as quality education delivery and the reality of teaching in their schools. It is important to examine some of the pressures that make it difficult for teachers to deliver active and effective teaching methods in the classroom. For example, large class sizes mean there is a major management issue regarding marking and preparation. Teachers have to mark books before they can proceed to the next lesson. If there are 100 books to mark, this is a huge task and if there are two teachers present it is not unusual for one of the teachers to be marking books even though the designated role is to support the teacher.

*“The large classes in secondary schools jeopardise the teaching and learning aspects. Even if we train teachers to use active teaching and learning methodology, this is inapplicable when*

*there are 60 students. Even if we want to divide the class into groups, how can you monitor the individual performance of students? So teachers tend to focus on one teaching technique – lecturing.”* (Tertiary stakeholder)

The huge demands of the curriculum also dictate the pace and, to some extent, the methods of learning:

*“Current assessment shows the curriculum is overloaded in terms of number of subjects and content at all levels. This has resulted in a superficial treatment of key topics, denying the learner the time needed for engaging in independent learning. Teaching methods are also affected.”* (MoEVT, 2007:36)

Teachers struggle to complete the required curriculum material to be covered, and as this coverage is a key indicator by which teachers are judged during school inspections, content rather than process often dominates the lessons. As one teacher pointed out: *“Much of teaching is geared towards covering the content and not enough time to think about the content”* (Female secondary teacher, from an urban school). Thus what questions there are in lessons do little to promote thinking and support understanding; rather they test the memorisation of the information students have been given.

As discussed in the previous chapter, there are also difficulties related to curriculum content as a result of teachers not being confident enough to teach using English as the language of instruction.

## 9.4 Recommendations and practical suggestions

- 1. The MoEVT should encourage an ongoing national debate about education at all levels of the education system, to develop a shared outcomes-based vision. Structures such as directed staff meetings in school, SMCs, school activities with the community and media, and displays of work at the Ministry could help enliven the debate.**

One tertiary stakeholder talked about the need, when developing language, to speak: *“Language is improved by talking. We need to make it more practical.”* This could equally apply to the development of quality education. The more people talk about the process of teaching and learning, the more it will become alive and embedded, and will evolve: *“There is a need to involve everyone in the understanding of problems and sorting out solutions. We have not educated our nation to be thinkers”* (Female secondary stakeholder, from an urban area).

### Staff meetings

For head teachers, teachers and schools, this could involve a series of Ministry-directed staff meetings where teachers discuss topics such as ‘10 steps to a good lesson’, ‘10 good questions to ask students’, ‘Things this school does well in promoting quality education’ and so on. This could be an islands-wide discussion resulting in the ‘Zanzibar view of...’. Posters could be made for each classroom and thus become benchmarks by which lessons are formulated and evaluated.

During this research, participants were able to give many examples of the resources schools need in order to offer quality education. They found it much harder to articulate the difference these resources would make to the quality of teaching and learning in the classroom. For example, although more science resources would enable students to participate in practical sessions, it was harder to articulate the link between this and the finer details of educational quality. This suggests that the relationship between the teaching and learning materials and the processes within the classroom needs to be made more explicit through more searching discussions during staff meetings in schools about what they are doing and why.

### In the classroom

Teachers need to encourage debate and discussion in the classroom. In order for students to think creatively and problem-solve, they must practise these skills during lessons. This is feasible, though challenging, as a group exercise even in large classes. Developing children's thinking requires questioning from the teacher that is open and provoking. It needs guidance on how children can link the information they are being given to that they already have. Both in focus group sessions and in individual interviews, students had clear ideas about what works well in a lesson and what they can do and would like to do in the learning process. Harnessing their energy and ideas would increase their responsibility in their learning, improve cooperation with teachers and give very useful input into a good lesson. There are already school student governments in secondary schools that could be used to begin these discussions.

### In the community

One head teacher commented on the need for parents to support their children more in their learning at home. Whether expressed as a complaint (*"We need to educate parents about the importance of education"*) or a compliment (*"We call parents in when we want to share ideas and help each other"*), stakeholders in this research agree that parental support is an important component of the learning that goes on in schools. This raises the question of how best to engage parents in dialogue about their children's learning.

*"A good head teacher does follow-up with the children. He stays with parents and talks with them. He says the good things as well as the bad things. It makes me really happy when I hear good things about my children and it makes me really worried when I hear bad things. I like to know how my child has done in their exams and about their progress."*  
(Female parent, from an urban area)

Regular feedback (positive as well as negative) through letters, displays of work and extending the length of 'Parents' Days' would all involve parents in dialogue about their children's learning. Several schools involved in the research saw a role in holding meetings with parents so that they can assist with problem-solving and in collaborative decision-making.

At present there is a yearly Parents' Day where parents are invited to view their children's work. This is enjoyed, although some parents felt it was seen by schools as a way of collecting contributions, whereas they would like the emphasis to be on what their children have been doing. Apart from more frequent days where parents can visit schools, what can be done to engage with parents more? Every school has a noticeboard. A school in Jambiani started to write a weekly 'newspaper' about the school and was delighted by how many parents were encouraged to come into school as a result. To develop this theme, schools could organise a weekly display of a children's work, or hold a monthly morning where examples of children's work are on display.

### Learning in a large group

Two English teachers at a secondary school talked with great enthusiasm about something they have been trying in class following a recent course. They were given a structure to encourage the participation of students in large classes: groups of students where each member of the group is given a number and a different specific 'question'. Students with the same number get together to discuss the answer. The original groups then reconvene and each student feeds back the answer to their question. Every single student takes part.

The teachers were delighted with the feedback they had received from the students. They were now thinking about how they could adapt the framework and roll out the ideas to other members of staff through training, team teaching and modelling.

### Between teachers

The work of these two teachers (see box above) highlights two important areas when encouraging a dynamic dialogue between teachers about good practice in the classroom: firstly, the importance of providing a structure to work from that can be easily adapted; secondly, the importance of creating opportunity for teachers to work together and try out innovative ideas. This encourages innovation and promotes learning from each other's strengths. One tertiary stakeholder feels that formulating some ideas around team teaching (ie two teachers actively teaching in the classroom together) would be useful: *"You can get a lot of ideas from different teachers – also good strategies about good teaching and cooperative teaching."* Two English teachers spoke of their work in producing low-cost teaching and learning resources to support their colleagues. This could be expanded to include other staff and promote discussion about different ways these resources could be used in the classroom.

### Between schools

TC advisors and Inspectors can also play a key role in locating good practice and ensuring it is shared among other teachers and other schools. This could take the form of visits, inviting teachers to contribute to TC workshops and encouraging teachers to write down and circulate their ideas and successful innovations they have introduced to their schools.

### Building students' voice in the debate

Students have aspirations and a multitude of ideas about what is good for them in school and out. This could be capitalised on through debates in the classroom (eg '10 tips for a good lesson', 'What skills do you think employers are looking for?', etc).

## 2. Encourage schools to improve the physical environment with the use of no-cost/low-cost materials, and ensure that head teachers continue to include this in their school development plans.

Several participants expressed an interest in how to create a clean and attractive environment. The islands are blessed with a bountiful supply of beautiful plants, shells, coconuts and other natural resources. In one rural school, the researchers were greeted by a beautiful garden with bushes, plants and a 'map' of Unguja and Pemba outlined in tiny bushes. It was an exciting place to enter. In another school, developing the environment is covered as an extracurricular activity by a small group of teachers. Among other duties, they are responsible for mobilising students to assist with keeping the school clean and developing some of the outside areas. Care shown in the physical environment can give a profound message to students and communities about the importance and value of education.

*"Schools that respect children's dignity include vibrant and well-maintained schools. A school can decorate its classrooms and compounds to stimulate children's imaginations by emphasising such things as cleanliness, painting classrooms and displaying students' artwork. The school signals to the students that they are special and important."* (Dipak, 2007:24)

The role of the SMC and the importance of community support were raised in every single conversation had at primary, secondary and tertiary levels. Those schools with supportive communities are seen to function more effectively than schools without this commitment from the community. Head teachers feel they have a vital role in fostering good communication and cooperation, firstly with the SMCs and, through them, with the wider community. On a practical level, communities, led by the SMC, have a crucial role to play in raising funds to build additional classrooms. If their role is to be increased, it would seem worthwhile to invest in additional training. We also heard from one SMC chairman about the value of meeting with other SMCs from local schools. This was felt to have been extremely useful in sharing concerns and jointly coming up with ideas about how to deal with issues.

The head teacher has a key role in ensuring that improving the physical environment is placed in the school development plan and that members of staff are appointed to take specific responsibility and ensure there is regular follow-up and evaluation.

## 3. Establish the role of the head teacher in promoting the centrality of teaching and learning in schools.

*"To manage successfully the teaching and learning programme, considerable effort is required of leaders to keep attention in their schools focused on the core work of teaching, [by] observing classroom activities and working with teachers directly."* (Day et al, 2007:16)

Heads must play a key role in the development of a working culture which ensures that:

- leading learning is the head teachers' primary role
- staff are committed to raising standards and providing the best education for the students in the school
- staff are able to identify the features of effective teaching that reflect the aims of the school
- all students receive their full entitlement to learning the curriculum.

Key strategies would include:

- clearly stated and communicated aims
- effective planning
- effective follow-up
- building strong teams.

## 4. Ensure SMCs support schools in monitoring teacher attendance and performance, curriculum delivery and student performance.

SMCs should, through involvement in school development planning, discuss with head teachers the role they can play in supporting schools to raise standards of teaching and learning. Head teachers should report regularly to SMCs on these matters. SMC members will require some training in order to be aware of the procedures involved and how best they can track performance.

# 10. Conclusions and recommendations

## 10.1 Conclusions

Overall there is general agreement that the quality of education on Zanzibar has declined and there is a consequent desire for this to be addressed. The establishment of an islands-wide debate about education, what is desired and how this can take place in the classroom would help teacher, student and community involvement and understanding. It would also help to establish an islands-wide agreement about outcomes. The head teachers' and teachers' voices should be prominent in this debate through consultation with them at district, regional and national levels. This would provide a sound basis for head teachers and teachers to begin to raise their professional profile with the community. Additionally SMCs, with appropriate training, could play an important role in widening the dialogue between schools and the community, to increase awareness and support.

There are many examples of good practice among head teachers and teachers on the islands. In order to build on these, research participants feel that the following issues need to be addressed:

Participants agreed overwhelmingly that for effective school leadership to impact on schools on an islands-wide basis, head teachers need to be empowered with the necessary authority, status and skills. They should also be supported by systems of accountability, and procedures at all levels of the education system, as they cannot overcome all the issues facing schools alone.

The morale and commitment of many teachers is low. Some of this is due to their working conditions and the ensuing lack of job satisfaction. The skill levels of teachers need to be raised and coherence around pre-service and in-service training should be established for this to be efficient and cost-effective. There is a general view that teachers' pay is low and that increasing it would be the best motivation.

The recommendations from this research can be categorised according to the types of stakeholder that would be responsible for implementing them, namely: the MoEVT; head teachers; teachers; the Inspectorate; in-service training, National Teacher Resource Centre (NTRC) and teacher centres; Pre-service Teacher Trainers; and SMCs.

## 10.2 Summary of recommendations

### Recommendations for the MoEVT

- Establish the head teacher position as an official post.
- Establish a specific head teacher qualification, awarded on completion of a tailored head teacher/school leadership training course with both practical and theoretical components, including financial management.
- Instigate an incremental pay scale for head teachers, commensurate with their level of responsibility, within budget constraints.
- Establish a culture of accountability by clarifying areas of head teacher authority and responsibility, and ensure these are supported by processes at all levels of the education system, including SMCs.
- Establish the role of the head teacher in promoting the centrality of teaching and learning in schools.
- Ensure every school writes a clear, two-year school development plan about how it intends to raise the standards of teaching and learning.
- Review conditions of service, salaries and job descriptions for teachers.
- Encourage the institutionalisation of an appreciative approach to school, head teacher and teacher evaluation and appraisal processes.
- Consult regularly with head teacher and teacher representatives about new initiatives and changes, by extending the head teachers' committees to include representative groups at cluster, district and national levels.
- Ensure head teachers' professional development is based on good practice – Inspectors and TCs should collate and discuss good practice across the islands, and establish a peer coaching system.

- Establish a performance management system to monitor teacher and head teacher performance. Ensure there is training in the relevant skills for head teachers and selected Ministry personnel.
- Introduce mentoring as an appreciative way to support professional development.
- Set up regular meetings between the different organisations in the education system (eg pre-service training, NTRC, Inspectorate), coordinated at regional and MoEVT levels, to ensure the sharing of information, initiatives and joint planning. Coordination with NGO projects would also be desirable to ensure a consistent approach.
- Work closely with SMCs (training and regular meetings at a district level) to help them build a dialogue with the community about teaching professionalism and the head teacher role.
- The MoEVT should encourage an ongoing national debate about education at all levels of the education system, to develop a shared outcomes-based vision. Structures such as directed staff meetings in school, SMCs and school activities with the community and media, and displays of work at the Ministry could help enliven the debate.
- Clarify the specific skills the Ministry wishes students to leave school with, and the benchmarks that will support their development.
- Encourage schools to improve the physical environment with the use of no-cost/low-cost materials, and ensure that head teachers continue to include this in their school development plans.
- Ensure Parents' Days take place annually in schools.
- Allocate a set number of INSET days for schools, where attendance of teaching staff is compulsory.
- Following a needs analysis of training requirements, ensure coordination of training at a school level so that it is designed to meet the needs of all staff and support WSD.
- Ensure regular staff meetings take place, with discussions about quality education and its constituents as a regular agenda item (see Appendix 1 for some elements of a good lesson proposed by participants in this research).
- Build a culture of appreciation and standardise the recognition of good practice.
- Build close collaboration between the school, the SMC and the wider community.
- Continue to involve the community in improving the physical environment.
- Encourage the development of no-cost/low-cost resources in schools through panels. Directed time will need to be made available for this.
- Build the student voice in school (eg by expanding the role of school student government and its members).
- Encourage parental interest and involvement in students' learning by displaying their work, sending letters home about good work and establishing noticeboards, etc.

### Recommendations for teachers

### Recommendations for head teachers

- Head teachers to establish with staff a clear vision of quality teaching in the classroom and develop a progressive plan to achieve this.
- Ensure all head teachers and senior members of staff have the skills required to deliver training and effectively monitor and support teachers following training.
- Make supervision of teaching and learning a central activity for head teachers and SMTs.
- Ensure clear and transparent systems and procedures for monitoring teaching and learning.
- Help create an energy about quality education by contributing to discussions and debates around education in staff meetings and with colleagues.
- Help to raise the professional profile of teachers through taking responsibility for building professional standards within schools and by supporting consultations at district and national levels.
- Encourage student participation as a time-efficient method of teaching and classroom management and an efficient system of learning for students.
- Encourage the participation of the community in the life of the school.
- Ensure that teachers have the opportunity to work with other teachers to share ideas and solve problems together.
- Encourage discussion and debate with students in the classroom (eg about quality education, what students can do to contribute, 10 top tips for a good lesson, etc).

## Recommendations for the Inspectorate

The Inspectors are a very experienced group with a comprehensive overview of education on the islands. They are soon to become an autonomous body. In addition to their role in monitoring teaching and learning in schools, it would be useful for them to consider which of these roles they could fulfil:

- Mentoring and coaching head teachers.
- Introducing mentoring or coaching as an appreciative way of supporting professional development.
- Identifying gaps in teacher education across the islands so they can make a major contribution to the coordination of training programmes.
- Highlighting and disseminating good practice.
- Contributing to the implementation of new training courses for head teachers.

## Recommendations for in-service training, NTRC and teacher centres

- Strengthen the capacity and management of TC staff.
- Ensure the provision of a clear, detailed TC development plan.
- Build the capacity of TC personnel through training and conferences.
- Establish more consistent coordination between the different training and monitoring services.
- Collect head teachers' and teachers' views about their training needs. Feed back to pre- and in-service trainers and use this as a basis for TC planning.
- Ensure TC staff use TC management committees to record individual school training plans, and take a lead role in identifying schools with similar training needs, to facilitate joint training activities between schools. (Sub-clusters are already planned to take this approach forward.)
- Provide support for teachers by breaking down the curriculum into small practical units with a particular focus on English.
- Coordinate and disseminate good practice between schools in cluster areas.
- Support school-based training by providing set training modules to support WSD.
- Develop skills in mentoring and coaching.
- Ensure all head teachers and senior members of staff have the skills required to deliver training and effectively monitor and support teachers following training.
- Ensure TCs maintain regular contact with schools' training activities through TC management committees, and pair up schools with similar training needs.

## Recommendations for pre-service teacher trainers

- Carry out a needs analysis to clarify the number of teachers needed for each subject and ensure sufficient numbers of

teachers are trained in science, maths and English to meet the present shortfall.

- Reduce appropriately the number of teachers graduating in subjects of teacher surplus.
- Ensure teachers leave initial teacher training with skills in basic curriculum management.
- Ensure teachers finish initial teacher training with sufficient English competence to deliver their subject.
- Introduce a probationary period as an extension of initial teacher training.
- Obtain regular feedback from the Inspectorate and TCs concerning gaps in skills to be addressed during pre-service training.
- Attend regular meetings between the different training organisations (Teacher Training Colleges, NTRC, Inspectors) to share information and initiatives, and facilitate joint planning.

## Recommendations for school management committees

- Ensure SMC members fully understand the systems and procedures related to the management of staff in schools.
- Support schools in monitoring teacher attendance and performance, curriculum delivery and student performance.
- Consult with head teachers about school development plans.
- Encourage greater awareness among teachers of the importance and implications of attendance at community meetings.
- Work with the school and community members to ensure parents receive regular feedback about pupil progress.
- Build parents' voice through regular feedback to and from schools.
- Support schools to mobilise community assistance with no-cost/low-cost resources.
- Initiate dialogue with other SMCs to share good practice, and discuss issues and solutions.

## 10.3 Managing change

During the course of the research the key question arose of how recommendations and ideas become part of practice. There is also need to recognise the huge constraints that the Ministry of Education faces in terms of budget and capacity. Bridging that gap between what is desirable and what is possible is crucial. How does the Ministry create an environment that enables innovation?

Thus the process of change itself becomes prominent. What is the difference between a good idea and a good idea that makes a difference? Through conversations with participants at all the stakeholder levels, through drawing on the researchers' own experiences and on the academic literature, the following seven important pillars of support for change and innovation emerged.

This is by no means an exhaustive list – it is intended only as a practical framework in which to view the recommendations.

The pillars are as follows:

1. Build a clear, shared vision and set directions – be very clear about where you are heading using small and specific details.
2. Capitalise on the desire for change. Instigating change on a large scale from above is hugely demanding of a system. If it is possible to build a desire for change at a school and community level, the chances of success and sustainability are far greater.
3. Celebrate successes – success fosters energy, motivation and belief.
4. Start small – small steps lead to bigger ones and are mindful of current capacity.
5. Work with the ‘green lights’ in the system. Seek out those parts of the organisation that are interested in and supportive of innovation. As ideas take root, they can gradually spread.
6. Build on good practice. Search out the firm foundations for change and learn from those things already happening that could support the changes being proposed. Their strength is in the validity and reliability that context-specific practice brings.
7. Encourage dialogue around the ideas. Generate and maintain the motivation, belief and support for change.

## 10.4 Project schools

Education in Zanzibar is in transition. There are a lot of changes the Ministry wants and needs to make in order to create the desired quality in education. One practical way to create a belief in change on a wide scale is to firstly work successfully on a small scale (ie in a small number of project schools). This provides the opportunity to explore the changes in a controlled way as they are rolled out into practice. Furthermore it will ensure that any changes are contextualised within the cultural, economic, political and religious aspects specific to Zanzibar. It is hoped that concentrating on a small number of schools will minimise the burden on, and build the capacity of, an already overstretched system by allowing learning at a micro level, which can then inform developments at a macro level. It would be hoped that the schools could provide models of good practice and as such become a resource for other schools.

Working at the level of WSD is directly in line with the recommendations in policy documents. Here the whole school is seen as the unit of change. Thus, rather than change being viewed as something that comes from outside the school, the school begins to generate the discussions and debate which can bring about change from within.

### The shared vision of the successful project school

- A developing school where teachers are teaching, students are learning and results are improving.

- A school that has strong and efficient leadership, a strong and efficient SMT, and an effective and supportive SMC.
- A school where there is good collaboration between staff, school and community.

### School selection

If this project is to be successful in generating interest from communities and a belief in the possibility of change, then careful consideration needs to be given to the schools that are selected.

Some suggested criteria:

1. A head teacher and SMC chair who are firmly committed and open to change and the work that would be necessary to improve the quality of education in their school.
2. A mix of urban and rural schools.
3. Pairs of schools that are geographically close, to facilitate collaboration and peer support between head teachers, teachers and SMCs.
4. The maintenance of a low-cost approach so that any successes are not dependent on large financial outlays that would be unrealistic on a larger scale.

It might be interesting to work with:

- two successful schools to look at the potential of the ideas in a system that is primed for progress
- two improving schools that show potential but could benefit from a clear supportive structure
- two schools that are currently struggling – if the ideas can work even a little bit in these schools, the potential for developments are huge.

The whole approach would need a committed member at the Ministry level who can support the process, chair a steering group and make decisions. Some of the initial considerations needed are:

1. What inputs should there be?
2. What will the indicators for progress be? These need to be realistic and achievable.
3. The writing of a project schools development plan. This should include clear systems for monitoring and evaluation. The emphasis should be on learning and finding the shoots of successes – not a judgement on failure.
4. How long will the project run for? The suggested minimum is two years.
5. The regularity with which the project school head teachers should meet to discuss issues and support each other.
6. How best to promote this idea?
  - Firstly to the local project school communities? What updates will people receive as the scheme progresses?
  - Later to the islands? How can the successful work with these project schools be used to create interest among other schools and communities?

# Appendix one

## 10 steps to a good lesson

This is an example intended to stimulate discussion or as a poster to remind staff and students.

1. The students are told the aim of the lesson.
2. The lesson is at the correct level for the students' present knowledge and skills, and builds on previous work.
3. The teaching is enthusiastic and stimulating.
4. The teacher uses lots of questions, some of them open questions.
5. The students work hard, make progress and are successful.
6. The students participate in the lesson, which sometimes involves group work.
7. The students enjoy the lesson and the teacher praises good work and effort.
8. The students are encouraged to ask questions if they don't understand.
9. At the end of the lesson, the teacher recaps, with the participation of the pupils, on the learning objective and the learning that has taken place.
10. The teacher makes an assessment of learning according to the learning objective in order to plan the next lesson.

## Appendix two

### The centrality of teaching and learning: An example at school level

<p><b>Head teacher (HT) authority and accountability</b></p> <p>HTs have a post. HT/staff/community clear about HT responsibilities. If there is a problem with a teacher (eg attendance), the HT is clear about the procedures at a school level, with the SMC and the support there will be at district, regional and national levels. All members of school staff are clear about their roles and responsibilities and about the consequences of not carrying out their duties. The community, through the SMC, are aware of the value of these procedures in giving their children their entitlement to quality education.</p>	<p><b>HT competence</b></p> <p>HT attends modular training course and applies the learning within the school setting. Training assignments are monitored and evaluated by the Inspectorate. There are regular meetings with other HTs attending the course to share ideas and jointly solve problems. From this meeting, ideas are fed back into the training course. There are regular refresher courses for HTs.</p>	
<p><b>Senior management team (SMT)</b></p> <p>There is a strong senior management team which meets regularly to discuss issues about school development. Team-building work is carried out within the school and with external facilitators. Members of the team are given responsibilities to increase their skill levels.</p>	<p><b>HT support</b></p> <p>There are regular cluster meetings of HTs to discuss practical issues. Representatives attend a national meeting, chaired by the Inspectorate, which will feed concerns and good practice back to the Ministry. HTs receive mentoring support on a regular basis from the Inspectorate/experienced HTs.</p>	
<p><b>Participatory vision and planning</b></p> <p>HT receives training (and a pro forma) from the Inspectorate about school development plans (SDPs). The central part of the pro forma is concerned with raising the standard of teaching and learning. HTs receive ongoing support and are able to learn from examples of good practice. SDPs are developed and shared collaboratively with the whole school and the SMC. The SMC chairperson has received training in SDPs.</p>	<p><b>Teaching and learning is central</b></p> <p><b>Teachers are teaching, students are learning, results are improving and students are able to apply their knowledge/skills.</b></p> <p><b>There is strong and efficient leadership and a strong and efficient senior management team.</b></p> <p><b>There is good collaboration between staff and between the school and the community.</b></p>	<p><b>Centrality of teaching and learning</b></p> <p>The key question is always asked 'What difference will this make to teaching and learning?' Debate and discussion is facilitated (eg each class can make a poster about what makes a good lesson, what is quality education?). Schools develop formalised supports (eg a poster with 10 good questions teachers can ask to encourage children to think). A noticeboard is established to promote teaching and learning.</p>
<p><b>Coordinated training</b></p> <p>HT and SMT clear about strengths and whole-school/ individual training needs in their school. Most training carried out within school by staff with input from TC. Inspectors take a lead role in feeding back to TCs and pre-service training about general training needs. In-service training days established. NTRC takes a lead role in developing materials and programmes.</p>	<p><b>Teachers' professional profile</b></p> <p>Regular staff meetings with professional focus involving teachers in discussion about education. In-service training in schools raises teachers' professional ability. A member of the teaching staff will represent school staff at a national teachers' consultation to ensure teachers have a professional voice. Teachers feel supported and good work is valued.</p>	<p><b>Appreciation</b></p> <p>Highlighting strengths is a standard section in any feedback from anybody to teachers and schools. School develops more Parents' Days and Teachers' Days. Inspectors and TCs take a lead role in ensuring good practice is highlighted and shared between schools.</p>

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