UNIVERSITY OF BERGEN

Department of Administration and Organization Theory

AORG351

Master's Thesis in Public Administration

SPRING 2015

Empowering locals through school governance: A case of secondary school boards in Tanzania

Christina Mosses Maeda

Table of Contents

List of Tables

List of Figures

Abbreviations

DEO- District Education Officer

DSEO- District Secondary Education Officer

DC – District Commissioner

ESR- Education for Self-reliance

EFA- Education for All

HOS- Head of School

IMF- International Monetary Fund

LGA- Local Government Authority

MOEVT- Ministry of education and vocational training

PEDP- Primary Education Development Plan

REO- Regional Education Officer

RC –Regional Commissioner

SB- School Board

SAP's- Structural Adjustment Programs

SEDP- Secondary Education Development Plan

TSD- Teachers Service Department

TANU- Tanganyika African National Unity- (political part that fought for Tanzania independence)

USD- United States Dollars

WEC- Wards Education Coordinators

WDC –Ward Development Committee

WB- World Bank

Abstract

This study has been an attempt to address to what extent school boards as one of the user committees in education system are empowered and effective in accomplishing their responsibilities. The study had four specific objectives which were to examine the process involved in selecting board members; to examine the extent to which school board members were informed of their responsibilities; to examine board members access to resources and to asses' degree of autonomy possessed by school boards in making decisions. The study was focused on the two LGA's (Moshi Rural district council and Hai district council) where two schools were chosen one from each LGA, therefore the study was comparative. The two schools were studied in detail to examine if there was any significant difference between community public school and government public school in terms of how their school boards are empowered to accomplish their responsibilities effectively. The study employed qualitative approach where data was collected from in-depth interview, documentary review and direct observation. The sample size was 34 people who were chosen purposeful from different groups composed students, education officials, teachers and school board members.

*The empowerment theory was used to formulate the analytical framework which was used in analyzing the level of empowerment and effectiveness of the two mentioned cases. Key empowerment indicators which are **access to information**, **access to resources**, **board selection procedure** and **autonomy** were analyzed. From the findings, it was realized that school A which was government school was doing better compared to school B which is a community school due to the fact that most of its board members were more educated that those from school B. Not only that but school A was receiving full support from government grants something which contributed them to have better resources than school B which was partly depending on the community contribution which affected their financial resource base.*

Generally, the study concluded that although school boards from the studied cases are trying to accomplish their responsibilities but empowerment and effectiveness is still a promise far from reality due to the fact that school boards still suffer from lack of important information that helps them to participate in making school decisions like planning. The schools also lack enough educated human resources and proper mechanism to train school boards so this made them to have less potentiality in making school decisions. Also lack of enough access to financial resources as a result of poverty and low government budget affect their level of empowerment. Most of all the fact that, school boards are still considered as the voluntary advisory councils so this affects their level of autonomy in influencing school decision. Therefore this portrays that school boards are symbolic representatives who are there to fulfill or verify what is planned by other actors such as teachers, LGA's or central government.

Acknowledgements

Dedication

This thesis is dedicated to my loving and caring family

CHAPTER ONE

1.0 Introduction.

 The aim of this chapter is to provide the general bases for the whole study. And this is done through introducing the background of the study, statement of the problem, research question and formulating the main hypothesis which were used in the study. The chapter also touches about Tanzania education system (study context) and categories of secondary schools in the country.

1.1 Background to the problem

Tanzania education system has passed through different phases of reforms since independence. This was due to the fact that the country illiterate level in 1961 was high as it was estimated that 84% of the population was illiterate. Few literate percentage had mainly attained primary level education with very few having secondary education (Mushi, 2009). Because of this situation the government declared the monopoly over provision of education so as to correct the illiterate situation. **This phase was called state control era**. Among the first reforms included the three years development plan (1961- 64). The plan had the major aim of expanding primary school and controlling expansion of secondary education to only meet the manpower need. Under this plan, teacher's education was also given priority so as meet expansion of primary education. The education plan had replaced the colonial ordinance which was based on discrimination. As a result all colonial and religious based schools were nationalized and the children were to be admitted equally without facing discrimination which was there before. After the nationalization, government exerted its control in establishment of private schools, strict rules were put in place to discourage any form of privatization (Gibbon, 1993). It was during the same year when government introduced Local Government Authorities (LGA's) which replaced native authorities. Due to centric mode of governing used by the government the LGA's became weak something which resulted to its abolition 1970's (Masue, 2014). So omission of local grassroots councils prevented grassroots influence on the education.

More centralized mode of state control was revealed with the introduction of Education for Self-reliance. ESR was introduced under the Ujamaa socialist ideology which insisted on equal society. With this aim, the government set more rules and regulation so that education

should be provided equally without considering races , gender or socio economic status (Masue, 2014; Nyerere, 1967). So in this way, the government controlled the whole education system so as to make sure that it reflects the national cultures and tradition instead of colonial cultures which was dominating education system before. The establishment of first education policy in 1978 centralized education provision even more. This is because the policy conferred more power to the ministry of education. So education provision was determined by the ministry while the de-concentrated units at the regional and district levels which were established in 1972 were there to fulfill what was centrally planned.

The centralized mode of providing education had its own positive as well as negative effects. Example the introduction of ESR enabled the implementation of UPE which was successfully able to eradicate illiterate level as it was estimated that in 1980 primary school enrolment was about 65 to 70 % (Davidson, 2004). The state control on other hand reduced all forms of inequality and racist behaviors which were preventing equality in the provision of education. However, the state control had also brought negative effects such as that of rise in cost of government budget because government was the sole provider and also due to high number of bureaucracy. State control on secondary education made the sector to be non-expansive something which made very few people to attain this level. It was estimated that by 1980 it was smallest in the world serving only 2.4% of the children supposed to join secondary school (Gibbon, 1993). Not only that but the centric system of managing education was faced by many problems such as a delay in allocation of resources because of the bureaucratic chain which was needed to be followed by schools to acquire resources from central government(Mafuru, 2011).

This kind of centric provision of education also pushed away the user's ideas and it only viewed users as recipient. Therefore, parents and the community had no way to be involved in making decisions about education issues (Galabawa, 2001). Although socialist ideology and its promotion on education for self-reliance had emphasis on education which helps the community development most of the decision on what was to be done came from central government. Therefore, user empowerment in this   period was very low example parents and the community members were only involved building the schools through contributing their labor power and material resources like stones and bricks (Gibbon, 1993; Nyerere, 1967). Parents were also involved in helping schools to open new farms where students grew food for their own upkeep (ibid). Their participation in decision making concerning school issues

was very minimal or absence so this indicated very weak kind of participation. Basing on the discussion given by Arnstein (1969) the kind of participation in Tanzania during this time revealed the lowest ranks of no participation and token participation.

Education reforms in the liberalized economy

After two decade of practicing socialism the government found itself in the *paradox* of socialism and capitalism (Mushi, 2009. p 185). This happened in the mid-1980 when many developing countries Tanzania inclusive had suffered from bad economic recession. This forced the country to adopt new public management reforms to revamp poor economy the country was facing as well as developing all sectors of the economy education inclusive. The result was introduction of structure adjustment programs (SAP's) which paved the way to the market economy hence less government control of the economy. The SAP's adoption was influenced by WB and IMF together with donor countries as the condition to give loans (Gibbon, 1993; Kiragu, 2002). These programs had effect in many sectors of the economy education inclusive. Due to this the government was forced to cut down the budget of education through reducing bureaucracy and decreasing spending in education (ibid). There was also introduction of user fees or cost sharing to compensate the shortage of government budget. Therefore the education provision was in the mode of more market and less state as suggested by (Sørensen & Torfing, 2005a)

Market economy made many private schools to be opened due to the fact that the owners had no more fear that their school will be nationalized. So this second era of economic reform brought about user participation in education issues as now different private entities had opportunity to provide education through privatization. Parents were also involved in cost sharing as well as in choosing which schools they need their children to attend. So this indicates the collaborative efforts between the government and private parties in provision of education. In this case the level of participation of citizens or users was increased and this revealed partnership level of participation which Arnstein (1969) associate it with citizen power or highest level of citizen participation in public service provision. However it should be noted that the participation was top- down since government still dominated what should be done through imposing regulations. On other hand the normal citizen at the grassroots level still had no opportunity to influence the policy because market economy favored only people who could afford to pay so poor citizen were omitted or partially participated.

Decentralization by devolution era (1990's- 2000's)

The great change on the education system was noted in 1990's where the government adopted the third era of reforms which concentrated more on decentralization of authority to the grassroots level. This period is also called the era of service improvement where the government encourage all forms of citizen participation in service delivery as to ensure good services, responsive government and good governance (Kiragu, 2002). Response to this in 1990's government set up the task force to evaluate the education system. The task force found out that the short and the long term plans which were used to guide education system were insufficient to meet the demand of education in a globalized economy. The task force therefore come up with recommendations which were *taken on board* by the government in 1992 and resulted to the new education and training policy of 1995 (Mushi, 2009, p. 188) . This policy had more emphasis on access and equality through making education to be basic right for everyone.

There was also increase in partnership where private parties and NGO's were given more opportunities to provide education in all levels from nursery schools to university level. This is what is called the pluralistic mode of governance which allows more actors to be participated in service provision (Sørensen & Torfing, 2005b). The important factor noted during this era was that shift from policy emphasis of 1960's which insisted on the government control of the education system. The new policy put emphasis on the decentralization of education where power was devolved to schools, communities, districts and regions. There were expansions of education through enhancement of more liberalization and promotion of different channels through which people acquire education such as increasing adult education, distance education and out of school programs. Decentralization by devolution allowed the community or education users to gain more opportunity to participate in education issues(URT, 1996). Citizen participation in administrative and deliberative processes has become a cornerstone for better public policy delivery(Masue, 2014, p. 23). Communities were more empowered to participated in building and managing schools example school committees at the primary level and schools boards at the secondary level were strengthened so as they can play big part in developing primary and secondary education(Masue, 2014) . Therefore this indicated the shift in participation level in the fact that citizens were now viewed as collaborators and initiators of decisions concerned with

education development of their country. Arnstein (1969) and Lathlean et al (2006) call this level of participation as citizen power or user led initiative.

1.1.1 Statement of problem

Empowerment of local community to participate in decision making or development issues have become the popular phenomenon in developing countries since 1990,s (Manor, 2004; Naidoo, 2005) .This is done to ensure that citizens became active in all matters that affect their own development. Therefore different participation mechanisms have been created so as to give people opportunity to participate in development activities. User committees or user groups is one of these participation mechanisms. User committees are of different types ranging from women self-help groups, school committees, forest management committees, water management committees, hospital management, etc. (Manor ,2004). Tanzania as one of the developing country was not left behind in this , most of its user committees were strengthened from former de- concentrated units example primary school committees and secondary school boards which existed before 1990 development agenda (Masue, 2010, 2014; URT, 1995) . However there were some user committees which were been established after 1990's development agenda example first forest user management committees were established in 1994 (Alden Wily & Dewees, 2001) .

This study was conducted on the area of school boards empowerment and effective performance in Tanzania. School boards in Tanzania are one among many user committees which were strengthened in 1990's decentralization reforms to empower local community to participate in the development of secondary education. By definition school boards are compulsory governance bodies which are formed at the secondary school level to manage different school affairs like student discipline. Its existence was traced far back from establishment of first education act in 1978 where it was instituted with advisory power to manage secondary schools (URT, 1978). Later in 1995 through amendment act no 10 of 1995 and in 1996 through introduction of decentralization by devolution school board was strengthened to participate in school decisions such as approving school budgets, ensuring school discipline, approving school plans (URT, 2004). With this strengthening school boards were equipped with more power and responsibility to influence education policy design and implementation. Therefore, the expectations is that school boards will be on the position to accomplish their responsibilities effectively

However there have been contradicting views about the ability of school board to perform its responsibilities effectively. There are two contradicting views on school board performance; first view consists of people who a perceive school boards as the community representatives which are empowered to execute their responsibilities. The second view is skeptical about empowerment of school boards as it perceives that school boards were not prepared enough to take over the responsibilities of the managing schools rather they are symbolic bodies of central government which are put in place to accomplish government decision. This is attributed to amount of power, autonomy devolved to them from central level. Not only that but also the level of education, skills and capabilities of the board members is questionable as to whether is enough for them to be on the position to perform effectively. These two contradictory views indicate a research gap about empowerment and performance of school boards in Tanzania. This was also noted by Manor (2004) who argues that despite this rapid establishment and strengthening of user committees as the way to empower local citizen there have been little research about their formation, their level of power and autonomy in influencing decisions in their areas. Therefore this study was conducted for the purpose of filling this gap through finding out to what extent school boards from the two selected cases are empowered to effectively accomplish their responsibilities.

1.1.2 Significance/rationale of the study

In the late 1990's Tanzania has experienced many reforms and plans in education sector with the major aim of empowering community to participate development of education systems. Example is the decentralization by devolution (D by D) and SEDP which had the aim of increasing community participation. Since these reforms few studies have been done to assess the empowerment and effectives of community participation in management of schools at the grassroots level where effect of the reform is more felt. Most of the studies which have been done on the reforms are more evaluative and nationally based (Mbelle, 2008; URT, 2007b). There is less information known about how weather these grassroots organizations are empowered in reality or not.

One among the few studies done at the grassroots level was a study by Masue (2010) which focused on assessment of empowerment and effectiveness of school committees in Mvomero District and Morogoro Municipality in Tanzania. The study did not include secondary school boards, thus the present includes them, hence to fill in the gap left by Masue's study.

Also the study has contributed knowledge on empowerment of school boards and factors which hinder their ability to perform their devolved responsibilities as desired. This can be can be useful for both local and central government education stakeholders when addressing issues related to community participation in education policy. Moreover, the study will also contribute knowledge about the variation of school boards' empowerment and effectiveness between government owned schools and community owned schools. The study also will be a point of reference to policy makers when it comes to the issue of improving secondary schools management. Furthermore, the study may be motivation or starting point for other studies to be done on the community empowerment in managing education institution in Tanzania specifically and in Africa generally.

1.1.3 The purpose and objectives of study

Community participation is very crucial in development of any Nation. It is in this sense community feels committed, devoted and responsible for their own development not only that but this can enhance good governance if community is having the opportunity to participate in reality rather than mere involvement for legitimacy or as means of transferring burden to the community(Bray, 2001). Following the expansion of secondary education in Tanzania in late 1990's and 2000's, it would have been impossible for central government to manage the development of these schools effectively. Also the development agenda got momentum during the same time and one of the ways toward development required citizens to take charge of their own development. So this led the government to decentralize some of the responsibilities to the community in managing secondary schools through school boards. So the general objective of this study was to find out to what extent school boards from Moshi Rural District Council and Hai District Council are empowered and able to effectively execute their responsibilities. More specifically the study sought:-

1. To examine the process involved in selecting school board members.

2. To examine the extent to which school board members are informed of their responsibilities.

3. To find out the extent to which board members have resource capability to implement their plans.

4. To assess the degree of autonomy of school boards in making decisions.

5. To find out to what extent school boards are effective in accomplishing their duties.

1.1.4 Research questions and Hypotheses

The study addressed this main research question "*to what extent are secondary school boards empowered to perform their devolved duties effectively?* Following from the main question the following specific sub questions were addressed.

1. How does the procedure of selecting board members affect their level of empowerment and effectiveness in performing their responsibilities?
   - This was meant to address the independent variable about selection procedure of getting the board members. The question focuses particularly on the key issues such as: how are board members selected? Who is included in the school board, criteria for membership, representativeness of the boards and the extent to which the three factors affect the performance of school board in accomplishing their responsibilities

   Hypothesis: The fair and inclusive way of selecting people to be the board members promotes more empowerment and enhances more effectiveness in accomplishing their duties

2. a) To what extent school board have access to information related to their responsibilities.

   b) How do board members communicate important information about the school to other education stakeholders, particularly, the community owning the school?
   - The question is addressing the independent variable about access to information. The question seeks to understand individual member awareness of their responsibilities and also to whether they can disseminate information of school development to the community members

   Hypothesis: Higher access of information by school boards promotes their empowerment and effectiveness in accomplishing their responsibilities.

3. How far do the school boards have access to financial as well as human resources to enable them to perform their duties effectively?

- The question addresses the independent variable about access to resources (financial and human). The question is particularly meant to assess the level of financial resources that the boards have at their disposal for the implementation of various school development plans. The question also examines the education and skills possessed by members of the board.

  Hypothesis: Higher access to resources by school board led to more empowerment and   high performance in their responsibilities

4. To what extent school board have autonomy in performing their duties.
   - This question addresses the independent variable about autonomy and it seeks to find out to what extent the school boards are free to make and implement decisions without interference from higher education authorities and politicians.

   Hypothesis: Higher autonomy of school board in decision making led to more empowerment and higher performance in their responsibilities

5. Is there any difference in empowerment and effectiveness of school boards between a community school and a government school? The question is related to dependent variable about effectiveness of school board performance. It also addresses the issue of effectiveness through examining how much are the two schools different or similar in terms of effective performance.

   Hypothesis: School board of a community school is more empowered and performs more effectively than a government school. The rationale behind this hypothesis is that the community school is closer to the community so school board becomes more committed than with the government school which has low contact with local community.

6. What challenges does school board face when accomplishing their responsibilities?

This question also addresses the dependent variable about effectiveness since it meant to examine what are the possible challenges that affect the school board effective performance. This is because challenges act as a barrier toward effective performance.

   Hypothesis: the more the school board face challenges the more their effective performance is low.

1.1.5 Scope of the study

The study' intention was to find out the extent to which school boards in Tanzania are empowered to perform their duties effectively. Because of time limitation, the study only concentrated on two school boards which were selected purposively from two districts (Hai& Moshi Rural districts). Two schools were chosen and the comparison of their school boards was made in terms of their access to information, their formation, and their access over resources and the autonomy they have in making decision. The boundary of the study was on the on the responsibilities of school boards in managing schools rather than whole school management teams or school performance. It should be recognized that school boards effectiveness can contribute toward better school performance but there are many factors which also contribute to the better school performance. So, this study is much concerned with how board perform and less concerned with total school performance. The assessment of school board performance was based on the ability of school board to accomplish their responsibilities effectively. Such responsibilities are like ability of school boards in making school development plans, ability of school boards is approving and monitoring school budget, the school board's ability to prepare reports about their activities, school board ability to handle the disciplinary cases on time and satisfactorily for parties involved.

1.2 Study context

1.2.1 Tanzania: country profile.

Tanzania is a tropical country located in the eastern of Africa. It is a unitary republic born in 1964 as a result of unity of two independent countries (Tanganyika and Zanzibar). The country is boarded by Kenya and Uganda in North, Rwanda, Burundi and Republic of Congo in western side. Mozambique, Zambia and Malawi to the south and is surrounded by Indian Ocean in its eastern side. The country is divided into about 30 regions 25 from mainland and 5 from island[1]. The 2012 population and housing census results show that, Tanzania has a population of 44,928,923 of which 43,625,354 is on Tanzania Mainland and 1,303,569 is in Tanzania Zanzibar (URT, 2013) . Tanzania consists of about 120 ethnic groups although there is one national language, Swahili which is spoken all over the country. As far as secondary education is concerned the sector was among the smallest in year 2000 compared to other Sub-Saharan countries where students who joined secondary school amounted to 6 %

---

[1] Tanzania country profile Accessed from http://www.indexmundi.com/tanzania/area.html date 29th sept, 2014

compared to 25- 30 % from other Sub Saharan Africa countries(Woods, 2007). The sector come to grow in the following years (200-2004) due to implementation of decentralized plans such as SDEP where one among the strategy initiated by the plan was the creation of community built government schools in every ward which has increased enrolments of secondary students. Up to 2007 about 1667 community or ward schools had been built to add on 887 which existed before(URT, 2007c)

1.2.2. Tanzania education system and structure
a) Formal system

The structure of formal education of Tanzania is divided into five levels and take the pattern of 2-7-4-2-3+ that is 2 years for pre- primary education, 7 years for primary level, 4 years for ordinary secondary level, 2 years for advanced level secondary level and 3+ years for higher education or tertiary level.

Pre – primary school level - It is offered at the age of 4 to 6 this is according to pre- primary policy which was developed in 1995 where the government declared the level to be compulsory for every child aged 4 (MOEC, 2005).

Primary school level - This is compulsory and free education for every child aged from 7 to 14. Parents are supposed to contribute little amount uniform, food, and other regular contributions such as watchmen's salaries. This is quite different when primary education is offered by private schools where parents have to pay schools fees. Medium of instruction for government owned schools is Swahili while for many private schools is in English. At the end of this level there is formal examination (primary national examination) to allow students to go for next level.

Ordinary secondary level (OSL) - This is offered after seven years of primary education. Estimate age for this level is 14 – 17. Students to be accepted for this level in government schools they should pass primary level national examination and awarded certificates. Private sectors also take place in providing education at this level; so many students who do not pass primary national examination opt to go for private schools. Although those who pass the national examination qualify to join government/public secondary schools, many parents believe that private schools offer good education compared to government owned schools. OSL is provided for four years (form one to form four). At the end of this level there is also

the national examination which determines the award of form four certificates. Medium of instruction at this level is English while Swahili (national language) is taught as the subject.

Advanced secondary level – This is provided for two years (form five and six) after passing the OSL. This is the optional level where a student specializes in three courses of preferences (combinations). Medium of instruction in this level is English. There is also formal national examination at this level to permit the student to go for higher learning education. Students who pass this exam are selected to join tertiary level for 3+ years.

b) Non- formal education system

Apart from normal formal education there is non- formal education which does not follow the normal regular path as formal education clarified above. This is kind of education is provided to out of school children, youth and adults who failed to attend to formal education (URT, 2007a). The children out of school depending on their age are given training and exams to see which levels they can join formal education, for instance, those of 13 years of age and above are trained in few subjects and tested if they can join primary level education. For adult youth aged 19 and above are given informal training in different activities such as carpentry, mansions, artisans, mechanics, local food making, tailoring, which will enable them to employ themselves. Furthermore, they are given three basic learning skills; reading, writing and counting (in Tanzania is called 3 K's i.e. *kusoma, kuandika na kuhesabu*)[2].

1.2.3 Categories of secondary school in Tanzania

It becomes very important to substantiate the categories of secondary schools which exist in Tanzania because the main focus of this study touches into some of these categories.

There are mainly two categories of secondary schools in Tanzania which are public schools and private owned secondary schools.   All of these categories are responsible for providing secondary education both at the ordinary and advanced level. The public school category is divided into two where there is government owned schools and community owned schools. Government owned schools in Tanzania are also recognized as traditional national secondary schools which are full managed and funded by government. Most of these schools were those nationalized from missionaries and colonial masters. On other hand community schools are also termed as public schools but they are differentiated from the former in terms of

---

[2]Three Swahili words - *Kusoma* means reading, *Kuandika* means reading and *Kuhesabu* means counting

community involvement where the community schools are created and constructed by the local communities but they also receive fund from government. Most of community schools in Tanzania are new as they were built from the result decentralization policy which emphasized on community participation in education issues.

Private secondary schools are those full owned by private entities being individuals, groups or organizations. They are differentiated from the two above due to its dependence of schools fees for its running. So this fact made private secondary schools to be expensive and affordable for only advantaged children. Private schools on other hand enjoy much autonomy on making decision for development of schools than their counterparts which have to depend on government decision most of time.

CHAPTER 2: THEORETICAL FRAMEWORK

2.0 Introduction

The main purpose of this chapter is to give an account on the theoretical framework for the study where discussion is based ideas and concepts that serve in in analyzing and interpreting the findings of the study. Theories in research are important although not all research designs insist this. When it comes to its definition there is no common definition of what theory is as different authors attach different meanings to it. Example Creswell sees theory in qualitative research as the broad explanation of the social phenomenon (Creswell, 2014, p. 61). This study is in support with the argument by Yin (2009) who argued that good case study should develop theoretical framework even before data collection process. Therefore different kind literatures were reviewed to provide understanding on i) empowerment, and its origin, ii) empowerment relation with other concepts ;like power, participation and decentralization, agency and opportunity structure. iii) Different ways through which empowerment can be conceptualized, empirical studies about empowerment of school governance in Africa and Tanzania. On the final part independent and dependent variables are operationalized.

2.1. Origin of empowerment

Wilkinson (1998) has associated the origin of empowerment with management theories (p. 40). The popular management theories which came up in 1980s such as the total quality management (TQM) and human resources management (HRM) have inspired the development of the empowerment concept. This is because of its association with giving the employees the chance to act for the organization developments. Principles such as "involve everyone in everything" and "leading by empowering people" were big concern for these management theories (ibid, p. 41). Empowerment concept was seen as the solution to earlier traditional bureaucratic systems which proved failure to involve the employees in the decision making. Theories like scientific management by Fredrick Taylor insisted much on the management carder on how managers should divide the tasks into small manageable tasks for simplification purposes. Under this system only managers had the voice to decide while workers were to comply. Although the system or theory succeeded in improving the productivity, it was associated with a lot of problems such as absenteeism and workers turnover caused by its alienation. Many other management theories which come after the Taylorism like human relation school of management, Elton Mayo theories proposed that employees involvement in decision making are not only important for moral benefit but also

for the business benefit. Empowerment concept was not only used in the management field but it was also employed in other fields like political science where one among the first article to be published on the area was called "toward the black political empowerment, can the system be transformed"(Conyers, 1975). This article opened the way on many literatures which were written on the black people empowerment. But also in other fields like community development and social work, the usage of the concept started in the1970 s (O'Connell, 1978). The term empowerment also got its momentum in the public service delivery systems such as in the heath sector, where many articles have been published to explain how sick people can be empowered or how grassroots level from political sphere can be empowered good example is articles titled "Grassroots Empowerment and Government Response in Social Policy" by (Perlman, 1979) and "Counseling for Health Empowerment" article written by (Stensrud & Stensrud, 1982). Empowerment concept took off in the developmental field and also the feminist field in promoting women empowerment later.

Concept of empowerment has become more popular during 1990's period which came with the intention to replace the participation concept which was more used in 1980 (Gergis, 1999). This is because of effect brought by some programs on which people participated were not given power to decide on the critical issues in these programs (ibid, p.6).This fact of inter –disciplinary usage of the concept has inspired the researcher to use the concept of empowerment in this study with the hope that the rich literature on empowerment may provide the good bases for measuring the extent to which the school boards in Tanzania have been empowered

2.1.1 Meaning of empowerment

There is no common definition of empowerment that has been identified yet; and even the measurement of the concept is yet to be institutionalized (Alsop, Bertelsen, & Holland, 2006; Kabeer, 2001; Perkins & Zimmerman, 1995). Empowerment concept can be defined differently depending on the contextual use of the concept. This is due to the fact which we have seen above that empowerment is now used in different fields and different context. Example empowerment is used differently by different fields such as in development issues, community work, health, management, business administration etc.

From the development perspective empowerment is defined as ability of individuals to expand their assets in terms of resources which they use to participate, negotiate, influence and hold accountable institutions that affect their lives (Narayan-Parker, 2002, p. xviii). On other hand Sen define empowerment as the process of changing the power relation in the society and this time in favor of those who were denied that power before (Sen, 1997). Also, (Masue, 2014, p. 33) defines empowerment as the transformational process which enables individuals as well as communities to take greater control of their lives and the environment they are living. The above definitions explain the transformational process of individuals as well as the structures that are needed during empowerment. This involves creation of an environment where people's potential are developed and used to achieve their own interests and preferences (ibid). Thus, peoples' agency should be changed in terms of their skill, knowledge, confidence at the same time the institutional structures which involve both formal and informal institutions should be re-arranged to allow people to participate in their development. Institutional structures like rules, laws, hierarchical control, top down decision making and top-down communication , traditions, taboos , norms , should be looked upon so that individuals or the community is given chance to decide especially on the things that affect their own development. Alsop et al (2006) identify these institutional barriers as opportunity structure within which an actor or individual acts to influence their choices (p.10). The fact here is that empowerment will not be achieved by only one side of the coin but both individual and institutional structures needs to change if empowerment is to be achieved.

On other hand empowerment can be defined referring to the community perspective where by empowerment happens as a result of the intentional, collective effort where by people are able to decide for the matters that affect their own lives(Perkins & Zimmerman, 1995). This definition is related to the democratic practice of giving out the opportunity to the citizens to participate in their own development. Example is when community surrounding health center or education institutions are able to participate in service delivery in those institutions. However it should be noted that empowerment will not be revealed by only mere participation but it depends to what extent the participants are influencing the decision so that services could match their preferences.

2.1.2 Definition of empowerment in the context of this study

Above definitions are the evidences to the fuzziness of the empowerment concept. So this makes it important to define the concept in the context of specific study as suggested by Perkins & Zimmerman (1995). In this study empowerment can be defined as the ability of individuals and communities to develop their own agency through acquiring power which aids them to determine and make decisions on matters that affect their own development. This definition departs from Alsop et al.(2006); Perkins & Zimmerman (1995) who emphasis on the way people can democratically participate in matters affecting them. The ability to participate is influenced by change in both agency and institutional practices that act as constraints toward participation. This happens depending on the agency (people's ability and will power) in participation as long as the institutional environment they live is conducive to allow maximum participation. In Tanzania, for a long time, communities were deprived control of their development because of centralized power exercised by the government which regarded community as the receiving vehicle of its directives or as a responsive or consumer of government services. Resources were centrally acquired through taxes and also centrally allocated through hierarchical bureaucratic systems which did not take into consideration community participation in deciding what they want or what is feasible to their environments. The concept of community empowerment has stated to gain more popularity in Tanzania following decentralization policy and the pressure from international agencies in late 1990's to 2000's.

Current government through decentralization by devolution is grating opportunity to local citizen in making decisions at the grassroots level. A good example is school boards which have the opportunity to manage schools and make decision at the school level.

2.2 Empowerment in relation with other concepts

The word empowerment does not exist alone, it has a relationship with other concepts such as power, participation, decentralization, autonomy, self- determination, mobilization, liberation ,agency etc. (Ibrahim & Alkire, 2007). All of these concepts are important in understanding the theory of empowerment but for the sake of this study the discussion concentrates more on the relationship between empowerment, decentralization, participation, power and, agency and opportunity structure. Other concepts like autonomy will be discussed later in the section that discusses the dimensions for measuring empowerment.

2.2.1 Empowerment in relation with power

To establish the relationship between power and empowerment can be a difficult process because of complications which are involved in defining power itself. Many authors like Dalh and Rowland have acknowledged the confusion involved in defining power. According to him power can be defined though looking at the relationship between people, that is A is said to have power when he gets B to do something which he would not have done otherwise (Dahl, 1957). Example, in this study this kind of power can be revealed if school boards are forced to comply with education decision made by central education authorities even if such decisions are against their preferences. Definition by Dahl offers important information which helps to understand power although it only shows the negative effects of power which other authors like Rowland (1999) and Veneklasen & Miller (2002) regard it as "power over".

On other hand, Rowland (1999) has defined power through identifying 3 types of power which are power to, power over and power within. *Power over* means that the increase in power of one group results into loss of power of other group; it is a zero sum relationship. This kind of power is also recognized by its principal- subordinate relationship where power is concentrated at the center (on the principals) and the subordinates are to practice everything ordered from the center. This kind of power is the one which is associated with negative effects such as such as oppression, force, coercion, discrimination, corruption, and abuse (Veneklasen & Miller, 2002, p. 39). Rowland shows that when this kind of power persist for a long time, the loosing group tend to internalize the fact that they do not have power and they started seen it as normal situation(Rowlands, 1995). This is also called *surplus powerlessness* where an individual internalizes the beliefs that changes are not possible to occur and therefore result in people losing hope to fight for control of their own life (Lord & Hutchison, 1993, p. 2). Example, on the political sphere, people may refuse to give their opinions as they consider their opinion useless for bringing changes and this have effects since the group with power will have more chance to make decision. Power over can also empower individuals when they are on the position of denying or resisting manipulation brought about by power over (Samman & Santos, 2009).

Power to, *power within and power with* are regarded as the positive forms of power (Veneklasen & Miller, 2002) *Power to*, is defined as the ability of people to accomplish things they have desire for (Masue, 2014; Veneklasen & Miller, 2002).The ability here is

18

influenced with resource endowment these people have to be on the position to accomplish their goals. Resources such as information and funds give people power to determine what they want. Hence, resources act as the means to achieve their desired end. Example, when school boards have enough funds and information about school development plans they can have power to determine what should be done to develop their respective school. Power to is also associated with that ability of some people to inspire and boost the morale of other people this is sometimes referred as the mobilization power which is done without dominion (Rowland, 1999 p. 102). Example, on the management of schools   school boards members can facilitate mobilization of parents to participate in the school development activities. So, this kind of power is more associated with facilitation, convincing, negotiation rather than domination portrayed by power over.

Power within is referred as the internal power where an individual is having belief in oneself, this is what is called a sense of self -confidence or self-worth and capability in doing something. The manifestation of this kind of power is when an individual portrays ability to deny or resist unwanted demands or fight for preferred demand. Power within is enriched with education, skills, experience and training. Example, a board member with enough education and high experience in managing the school can have more power within than the one without education or skills in managing. Individuals are said to have power within when they have ability to question or challenge a power over. Rowland indicates that power to and power within promote empowerment while power over is the hindrance toward empowerment (ibid, 101).

Another type of power is called *power with* which refers to the ability of people to combine their efforts so as to achieve a common goal (Veneklasen & Miller, 2002). This can be described as the collaborative kind of power where people come together to negotiate what to be done for their own development. Although people have different interests, this kind of power relation can bring the mutual understanding among them to reach at the consensus decisions. For example, individuals in school boards can come together in making certain decisions which would not been reached with only one individual.

2.2.2 Empowerment in relation with participation & decentralization

As I have highlighted in the previous chapter that main intention of this study was to examine the extent to which school boards in Tanzania are empowered to perform their duties

effectively. This is done through examining the extent to which decentralization and participation have given this opportunity of empowerment to school boards. This fact made it necessary to find out the relationship between these 3 terms.

According to Sen (1997) these three terms are not identical although many people have been using them synonymously (p.5). Although empowerment, participation and decentralization have relations, they can also be distinct or differentiated. "Empowerment is an end in itself while participation and decentralization are means to an end" (ibid). Decentralization of authority to local level may either lead or not lead into empowerment because it depends on the level of decentralization. Decentralization through devolving decision making autonomy and resources to the local level is considered to empower the local communities toward achieving their developmental goals. But decentralization which is having a lot of directives, rules and laws from central government may not empower the local community. For example, school boards are said to be empowered when the decentralized power is more of devolution rather than de-concentration.

On other hand "participation is the weaker term when is compared to empowerment" (ibid, p.5). Participation can also act as the tool to reach empowerment outcomes(Zimmerman & Warschausky, 1998). Where participation is truly meant to engage the community in decision making, policies and development activities it creates conducive environment for empowerment. Only meaningful and powerful participation could led into empowerment otherwise it just becomes an empty promise (Pettit, 2012). Where the intent is not empowering people's, participation tend to be mere inclusion for special purposes (Sen, 1997). Example the government may decide to make people participate in the policies so as to get support during implementation of certain policies or during election but it does not give them authority to act. Also, donor funded project can participate people in the policy with the intention of satisfying donors only (Manor, 2004). These kinds of participation which do not intend to empower people tend to determine and limit the level of local/ community participation.

2.3 Empowerment relation with agency and opportunity structure

Empowerment does not occur in a vacuum. There are many factors which can contribute to empowerment although many authors have tried to narrow the factors into two dimensions which are agency and opportunity structure (Alsop et al., 2006; Kabeer, 2001; Narayan-

Parker, 2002; Sen, 1997; Wilkinson, 1998). The combination of the two brings about different levels of empowerment. The discussion here under shows each of these factors and how it plays part in empowerment process.

2.3.1 Agency

Agency is defined as the individual or group ability or capacity to carry on the purposive choices (Alsop et al., 2006; Kabeer, 2001; Samman & Santos, 2009). Such ability involves some processes such as negotiations, bargaining, resistance and manipulation. Agency is more of a purposeful action, self-motivation and willingness of an individual or organized group to act. Alsop et al (2006) argue that agency cannot be equated to empowerment because even if people are having capacity to choose they may not use it effectively. Example is when parents are given the opportunity to attend parents' meeting to discuss school development and they fail to attend. So empowerment happens when agency is utilized effectively (p. 10). Agency is determined to be one factor that contributes to empowerment of individual or a group. Therefore, when agency is combined with opportunity structure the result becomes different levels of empowerment. In the development policies, agency is said to oppose the top-down approach of development(Samman & Santos, 2009). For instance, instead of government making the development policies for the people to implement, people should be given a chance to develop their agency through involvement in the design and implementing their own development projects such as water projects, conservation projects, loans projects and so forth.

Agency is measured by the level of assets endowment an individual or groups have to be on the position of taking economic, social and political opportunities. These assets include capabilities of all types such as health fitness, education, skills , self-esteem, self-efficacy capacities, social relation and sense of identity (Samman & Santos, 2009, p. 3). Assets can also be physical possessions such as land, finances, livestock, etc. (Masue, 2014). Measuring agency by using these assets can be easier or difficult because some assets are easier to measure than others. For example human assets such as education can be measured easily compared to the physiological assets such as self-efficacy. These assets sometimes interact so as to provide the good bases for empowerment. Example when educational asset interacts with self-efficacy asset a person can be able to reach a meaningful decisions (Alsop et al., 2006, p. 12).

2.3.2 Opportunity structure

Opportunity structures are related to the above agency in the sense that individuals may have choices but their choices may not be realized as the result of institutional structures which act as barrier (Alsop et al., 2006, p. 13). Opportunity structure involves those formal and informal institutions that govern people where they live or work. Formal institutions include the set of the rules, laws, institutional frameworks and structures that guide people in their way of living. On other hand the informal institutions involve unofficial or unwritten laws which guide relationship in the organizations, between people in the society etc. informal institution include things like norms, values, cultures and traditions. Both informal and formal institutions determine how much information, resources , organization capacity , economic capacity are attained or accessed by people (Alsop et al., 2006; Narayan-Parker, 2002, 2005). Alsop et al suggest that increase in agency through accumulation of assets such education, human assets have great association with changes in the institutional structures that might have acted as the barriers. For example, the political structures in Tanzania had been operating in the centralized institutional structure for a long time that could not allow people to participate effectively in the development activities.

2.3.3 Interaction between agency and opportunity structure

Interaction between these two factors (agency and opportunity structure) provides the bases in improving an individual as well as the group capacity in making effective choices (ibid. p.15). For example, when one is educated and then the government creates structures that allow community participation is likely that such individual will utilize skills, confidence acquired from education to take advantage of political opportunity given in making the effective decision that will affect his or her community. So in other words it can be said that the opportunity structure that allows people to make effective choices provides the good bases for empowerment. So in measuring empowerment (Alsop et al., 2006; Samman & Santos, 2009) are advising that three things to be put into consideration. First if there is opportunity to make choice, second if people are utilizing such opportunity and third if the choices they make bring out the desired outcome (p.4). This is because it may be found out that there is opportunity of people to make choice but they don't use it effectively. Also in some occasion people are having ability to make choices but the institution structures or environment which guide their lives hinder their choice and affect desired outcome.

2.4 Decentralization as mechanism for empowering local communities

The discussion on section 2.2.2 suggests that decentralization concept has a relationship with empowerment. Decentralization reforms had the intention of increasing people's participation and this makes it an important tool for achieving empowerment. This fact makes the concept of decentralization important for this study. This is because Tanzania through decentralization by devolution has called upon local people to participate in different developmental activities one being education sector development which is the concern of this study. More discussion about decentralization including its definition is found on the following section.

2.4.1 Meaning of decentralization

Although decentralization have been used almost all over the world, there is no common definition for it since each country has its own form of decentralization and also the concept is having different dimensions (Schneider, 2003). This study is therefore concurring with the definition by Schneider which considers decentralization as the process shifting fiscal as well as administrative autonomy to the local units or authorities (ibid).

The concept of decentralization in developing countries can be traced far back from 1960's where bad economic conditions and inefficient bureaucracies made countries to think about decentralization as the solution to these problems (McGinn & Welsh, 1999). Multi-lateral organizations also started to include this concept in their development programs of helping developing countries. So this forced the developing countries to adopt decentralization reforms as the condition to get international assistance (ibid). Also the domestic pressure from countries made government to embark in this concept to capture peoples support and as tool to improve democratization process (Schneider, p34). On other hand, the need to include people in their daily live hood has made decentralization to be viewed as important political and economic reform (Litvack, Ahmad, & Bird, 1998).

2.4.2 Decentralization continuum

Decentralization occurs in a continuum which has three levels; de-concentration, delegation and devolution. It is in this continuum where empowerment is revealed especially on the third party of devolution.

a) **De-concentration**

This happens when central government only *disperses* some of its responsibility to the local level (Schneider, 2003, p. 38). The transfer is more geographical based and it has nothing to do with autonomy of the receiver (local government) in deciding on those responsibilities. The local units in this mandate acts on behalf of the central government. Government exercises control on decentralized units through its hierarchical authorities. The relationship between central government and local government in this level is more of a principal –agent whereby the local government acting like agent should do whatever is needed by the (central government). De-concentration has little effect on the local participation and empowerment since it has a slight difference from centralized system. In other words de-concentrations do not empower local units as they are there to facilitate the implementation of central government decisions and policies. Tanzania had tried to establish the de-concentration system in 1972 with the aim of increasing the local needs responsiveness although it was abolished since it failed to provide the desirable goal.

b) Delegation

This involves the transfer of responsibilities for decision making and that of administration from central to local government and semi-autonomous organizations (Schneider, 2003). These actors remain accountable to the central government through a contractual relationship. Example private sectors may be given autonomy in providing public goods to the society but they remain accountable to the government .This level is having more autonomy for receivers than that of de-concentration. In Tanzania, private sector is given an opportunity to provide education which leads to the existence of many private secondary schools. The relationship here is contractual as owners has to abide to laws and regulations provided by the government. For instance, there are rules for registering private schools which provide certain conditions for establishments. Private schools enjoy more autonomy in making decisions at their schools compared to the public schools which are centrally managed by the government. Example can be seen on teachers recruitment where private schools make their own decision on whom to recruit and how much to pay while government schools have to wait teachers allocation from the Ministry of Education.

c) Devolution

This is the highest level of decentralization. Here central government gives local government administrative authority, fiscal authority to act on the policy transferred to this level (ibid, p.38). Relationship at this level is called arm's length (ibid). This level of decentralization is

the one which is assumed to empower community in participating in the development activities since they can make choices. Many countries in the developing countries are claiming to have reached this level but many studies done on the area come up with contrary findings that still de-concentration and delegation are the ones which dominate since the participation offered to community does not give them the autonomy to decide. Example is the study by (Mollel & Tollenaar, 2013) which concentrated on accessing the level of decentralization between primary schools and health center in Tanzania. The study found out that the community does not have the full autonomy for participating in development activities because the power is still concentrated at the center.

2.5 Decentralization in Tanzanian context

Tanzania has made several attempts to practice decentralization since independence. This is because the government regarded decentralization as the only way to improve the services delivery which was un- equally provided during colonial time. A few years after independence social services like education and health were located in urban area as a result of administrative system created by British colony. Therefore, the rural population suffered the absence of these important resources. This forced the government to think ways to improve service delivery so as to be equal to all people in the country. In 1962 the government decided to re-establish its administrative system through abolition of native authorities and establishing Local Government Authorities (LGA) all over the country. With this establishment the LGA was thought to improve the service delivery, democracy and popular participation in development activities (Mollel & Tollenaar, 2013). Native authorities were replaced by elected district councils and some few appointed members who were appointed by the minister responsible for local government (Max, 1991).

The establishment of LGA was thought to bring power to the people so that people could decide what is good and desirable for them. Contrarily LGA system did not fulfill this aim but it ended up being the agencies for implementing government decisions(Oyugi, 1988). So the promise of improving people's participation as well as service delivery was not fulfilled since the power was centralized instead of being decentralized. Politicians were the ones preparing and approving the budget, the LGA had no say rather than implementing what is prepared by the government. The one party system which was dominating during this time also stressed the whole point of local government power since the LGA officials were to abide with TANU resolutions (Picard, 1980).

In 1972, the failure of LGA system made government to abolish LGA and establish de-concentration systems which operated through appointed and hired bureaucracies. The aim was to create the system that will be closer to people and which will enhance more peoples participation. The first president by that time Julius Nyerere thought that the de-concentrated system would give people an opportunity to discuss and express their ideas through the ruling party, TANU. The system failed to meet the demand for citizen participation because the appointed officials ended up being accountable to TANU's decisions instead of peoples demands (Mollel & Tollenaar, 2013; Picard, 1980). So this made the government to bring back LGA in 1982 which was seen as the necessary tool of promoting democracy as it was getting momentum in Tanzania during that time (Kessy & McCourt, 2010). Despite the high working efforts of the system, it was not as successful in achieving all its objectives because it was affected by poor economy resulted from 1980's economic recession. Not only that but also the system inherited some functions from former de-concentrated system something which brought up unclear roles, function and even structure.

In 1990, the government realized that there was no need to abolish the system but rather to improve it through the proper definition of roles, functions, structure as well as power. Therefore, in 1996 the government came up with the Local Government Reform Program (LGRP) (Kessy & McCourt, 2010; Tidemand & Msami, 2010; URT, 1996) for strengthening the LGA's. This program was thought to increase local government capacity and capabilities in exercising its autonomy in making decisions and implementing policies (ibid). The program is led by principle of decentralization by devolution (D by D) for increasing performance, reducing costs and avoiding inefficient management of public sector. *The D by D policy is based on the assumption that transferring responsibilities of managing funds and personnel from the central government to the district councils would improve the delivery of social services such as education and health care (Mollel & Tollenaar, 2013).* Therefore, local governments were given a mandate to also finance the provision of these social services through mobilizing their own local financial resources. Also D by D is based on the assumption of community participation in the development activities that is local people should be involved on the services provision to determine their preferences. Not only that but it also emphasizes on community participation so as to facilitate the implementation of policies and also increasing a sense of ownership of development programs.

Now is about a decade and half since D by D is established. Some of the researchers like (Tidemand & Msami, 2010) suggest that there are many improvement as a result of practicing D by D but some scholars are still skeptical about the whole D by D issue since power is still centralized so this affect the local government and local community empowerment (Kessy & McCourt, 2010; Massoi & Norman, 2009; Mollel & Tollenaar, 2013).

2.5.1 Decentralization of Education system in Tanzania

Education Decentralization is also a common phenomenon especially in recent tears after establishment of D by D. The typology practiced in Tanzania is that of devolving power to the Local Government Authorities at the district, ward and even the village levels (Winkler, 2003). Primary education is decentralized to district councils totally. Even the large amount of their expenditure is done in the primary education although central government is also transferring some funds for this purpose. Both primary and secondary teachers' salaries are negotiated centrally and administered by the district education offices. Regions and districts are concerned with teacher's recruitments although they have to follow directives given from central level due to the fact that teachers' compensations are determined at national level. Some of the responsibilities are also devolved to the schools directly such as constructions, maintenance, and discipline issues. For example, schools capitation grants for textbooks, teachers trainings, teaching materials flow directly to the school and school committees or school boards are the one responsible for managing the proper usage of such funds (ibid).

School committees and school boards are also responsible for mobilizing the community for extra cash used in the further development of school such as building latrines, adding new classes, teacher's houses, etc. Other grants for construction and maintenance are also sent to schools and school committees are involved in administering proper usage of the fund (URT, 2007a). Although Tanzania has been trying to make the devolution work de-concentration, it is still dominating because much power is concentrated at the center than with the decentralized units (Masue, 2010; Mollel & Tollenaar, 2013; Winkler, 2003). Example when it comes on the issues of curriculum is still very centralized while in countries like South Africa school councils are involved in making school curriculum (Masue, 2014; Winkler, 2003). The following table illustrates the decentralization in education sector.

Table 1: Education decentralization in Tanzania

Function	Description
Teacher Compensation	Set nationally, administered regionally, augmented at the school and community level through fees.
Teacher Recruitment	Regional level.
Principal Recruitment	Regional Level.
Allocation of Budget	Central transfer of funds to regions, LGAs, and schools. Some school-level budget responsibility.
School Construction	Funded centrally, administered and overseen regionally, and implemented by LGAs and school.

Source: adopted from (Winkler, 2003)

2.6 Empirical evidence: decentralization and its empowerment effects, experience from Sub Saharan Countries

Taking the experience from Naidoo (2002) who studied education decentralization in six Sub Saharan Africa countries, the study revealed that decentralization in most of these countries was more based on de-concentration where power is still held at the center (p. 18). This is was also suggested by other authors who have studied education decentralization in Africa like (Carney, Bista, & Agergaard, 2007; Dunne, Akyeampong, & Humphreys, 2007). Also those countries which have tried to devolve its authority to the local level more power was given to the local units on the resource generation so as to reduce government budget burden, but still the use of these resources by the local units was restricted by number of laws and procedures from the same central government (Naidoo, 2002, p.19). This was also found in Nepalese community managed schools that the government decided to engage the local community in managing these schools in order to reduce its resource constraints (Carney et al., 2007) Trying to find out to what extent decentralization in these countries empower local communities, Naidoo found out that (although not conclusively) *decentralization had created intermediate levels of power holders who are accountable not to the grassroots as they are supposed to serve but to the central authority or their own institutional interests* (p. 18). Capacity level of the local level units in accomplishing the devolved responsibilities have been identified also as the major challenge toward effective participation of local authorities and community generally. Example is drawn from Mali where school development

committees (SDC's) which are composed with people from the community and school principals were not sufficiently prepared for taking responsibilities of managing schools others were even not aware of what were their responsibilities. Despite all these challenges but researcher find out that there were more benefits as decentralization in some of these countries increased the level of community participation compared to what was before decentralization reforms (ibid, p.20)

Another experience also from developing country was the study about *Community partnerships in education* by Bray (2001). In his study he discussed different ways through which the community can participate in education activities example through resource contribution, privatization, and parent teachers associations and through school governance. Taking experience from New Papua Guinea school governance , he found out that community in this area are able to participate in school governance through what is called legalized school boards (Bray, 2001, p. 21). They are called legalized due to the fact that they are incorporated in education reform as a compulsory for all primary schools.

 In examining the composition, power and ability of school boards to perform their tasks Bray found out that: The boards were composed of more than five people consisting of teachers and local residents. He also found out that although school boards were geographically representative of the local community but women were underrepresented. Among 541 schools giving data 65.4 indicated that they had no female board member and 21.6 indicated that they had only one women representative (ibid, p 24). It was also found that large percentage of the members were illiterate something which affected their ability to perform effectively (ibid, p.24). Among the functions mentioned in the law that guide the establishment of school boards the construction and maintenance of school buildings was well known and taken seriously by the board members than other activities. This means that board members were unaware of other activities such as discipline issues, setting school philosophies and school planning. In terms of resources it was found that rural community schools were suffering lack of finances compared to their fellows in urban setting something which created a diversity and unbalance between rural and urban schools.

2. 6.1 Empirical evidence: empowerment of local participation in school governance, experience from Tanzania

There are few studies which have tried to find out how decentralization as empowering process can bring about empowerment to the local communities in Tanzania. Two studies by Masue (2010; 2014) are one of them. His first study of 2010 he centered in assessing if school committees which are entrusted with responsibilities of managing primary schools are effective and empowered. He used a qualitative research approach where he collected data from the community members, school committee members, teachers and student. The empowerment theory was used to guide the analysis where he used empowerment indicators of access to information, autonomy, access to resources and agency/willingness. . From comparison of two cases based in urban and rural communities he found out that the criteria used by other studies in judging effectiveness and empowerment of school committees have not been so sufficient. This is because there is great assumption that these committees' are effective and empowered while in reality the results are impressive but not so outstanding. From his two cases he found out that

Local financial resource bases were trivial, knowledge, skills and experience of the individual school committee members were inadequate; information (awareness) to the general public regarding participation in education was insufficient; and the two school committees did not adequately demonstrate equitable inclusion of women and pupils relative to men (ibid, p.114)

The study of 2014 was about empowerment of school committees and parent in Tanzania. In this study the mixed method approach was used which means that he employed both qualitative and quantitative research approach. He used questionnaires, in-depth interview, and focus groups in collecting the data. The findings in this study indicated that local community had the opportunity to participate in the school committees and had influence in few issues such as construction and maintenance of classes. The influence of the committee in critical issues such as policy development, curriculum and pedagogy development was very low (Masue, 2014, p. 178). The committees were also facing a lot of challenges which affected their empowerment and ability to perform their responsible tasks. Such challenges were like lack of sufficient information, lack of skills, and lack of financial resources.

2.7 User committee as the way to empower communities

In the contemporary world especially in the developing countries like Tanzania, the use of user committee's concept is seen as an important factor for empowering local communities to participate in developmental activities. An article by Manor (1994) tries to provide different ways through which user committee may be empowering or not empowering the people at the grassroots levels. So Manor's hypothesis indicates that most of user committees in developing countries are not empowered. This happens particularly when it comes to the issue of their formations and the power which are given to members of these committees in making decisions. The assumption here is based on the fact that community will be empowered if participation is based on the fair procedure of instituting members to the user committees and if committees have autonomy to make decisions. The user committees should be representative of the community and with this representativeness members should learn how to respect each other's opinions. Empowerment comes if such respect can create harmonious environment with combined efforts in making the best decisions (Bush & Heystek, 2003). The idea here is that people should have opportunity to design and define the terms for participation (Benequista, Gaventa, & Barrett, 2010)

When we consider the procedure used in getting members into the committees, various ways can be used; first, recruiting into the committee all people in particular category or developmental activity example; parents' user committee of a school in a particular locality. This procedure of forming user committees is argued to favor famous people in the community. For example in schools, rich parents may be given priority to be considered compared to poor parents, or in case of farming water provision, large scale farmers may be favored more than small scale ones. Also the issue of equity may be a problem as these committees tend to underrepresent women and other disadvantaged groups of the society (ibid, p.196)

The second way through which user committees can be formed is through including officials from government line ministries and members of the public. For example in a hospital, more medical bureaucrats may be included with a few people from the community level (ibid). In some instances bureaucrats are given power to appoint community members to be included in these committees. This may affect community empowerment since these bureaucrats will have more power to decide than the normal citizens. This was also reported in the article of *Parent- teacher participation* that when parents are combined with professionals like teachers

in school decisions the parents feels uncomfortable to question professionals (Bauch & Goldring, 1998). So this can create the environment of professional domination in school governance. This is what De Grauwe (2005) describes as instrument perspective where elites can use boards or committees as instrument for accomplishing their ends of building more power.

The third way of having people into the committees is by including members who are elected democratically by fellow community members. This may also affect community empowerment depending on extent to which those elections are free and fair and also how much power will the elected members have over deciding and implementing decisions. From Manors observation most of these elections are based on consensus rather than secret ballot, so people may be afraid to show their preferences since the elections are chaired by governmental officials to whom they depend (ibid).School boards in Tanzania are formulated through following different procedures, so it will be of importance to find out if these typologies suggested by Manor are applicable and how they affect empowerment as well as the performance of the school boards.

Another issue is about the level of power or autonomy these committees have in making decision. This is important due to the fact that committees formed may be the representative but if they are only informed or consulted, the participation in this sense is shallow (Cornwall, 2008) . On the Manor's view, most of the committees have less power in making decisions because in some occasion they cannot even set or amend agenda for meetings, they cannot influence the designing and implementation of developmental programs, and some of the committees are not even briefed about their powers and functions (Manor 1994, p. 196). Moreover, the user committees are affected by the top down restrictions that are imposed by the local and central government and especially on the sectors that yield significant financial resources to both government and powerful private entities (ibid, p. 201).

Decentralization system in Tanzania is now based on the principle of devolution which emphasizes that local government and citizen should be given authority and autonomy in deciding development activities. So this hypothesis by Manor that user committees are disempowered was applied in Tanzania context to see to what extent it affects the performance of school boards as the representative of the community.

2.7.1 How does user committee's concept help to measure empowerment and effectiveness of school board?

The idea of establishing user committee came as the way to empower local people in managing developmental activities as we have seen above that may exist in schools, water projects, hospitals etc. The concept of user committee was relevant to this study as it adopted two major hypotheses that were posed by Manor (1994). First hypothesis is the formation procedure of user committee and the way it affects empowerment and level of performance where he suggested that some procedure of selecting members of the committees disempowers them. Another hypothesis was about the level of autonomy granted to the user committees and how it affects empowerment and effective performance where he suggested that most of the user committees are suffering from lack of autonomy since they are not granted power to make decisions.

2.8 Conceptualizing empowerment through participation models

There are many modes which can be used to show community participation and empowerment but this study has chosen Arnstein's model of citizen participation. To Arnstein views citizen participation is concerned with power redistribution to enable the *have-not's* citizen who have been excluded from political and economic processes to have power in decision making and influence over policy that affect their lives (Arnstein, 1969, p. 216) . Citizen participation occur in different levels but the most important level is where citizens are given power to decide over their different developmental projects that are initiated in their local areas(Arnstein, 1969; Mansuri & Rao, 2004). On view of Arnstein (1969) citizen participation does not occur on the same level but it occurs on different levels which are determined by power redistribution to citizens who are powerless. She divided her model in eight rungs (as shown below) which show different degree of citizen participation. This is because power holders may be claiming that participation of citizen in different programs have been taken into consideration while in reality such participation may be symbolic one. She argues that her model can be used in analyzing this confusion. Arnstein's Model is diagrammatically demonstrated Figure 1 below.

Citizen power

Tokenism
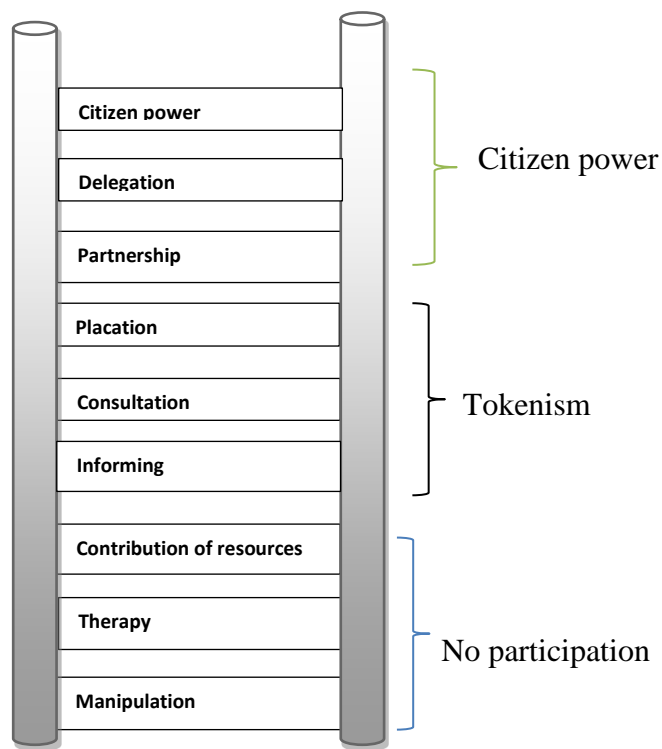
No participation

Figure 1: citizen participation model
Source:(Arnstein, 1969)

The two bottom rungs there is manipulation and therapy which represent non participation of citizens (ibid). At this level citizen are not given any chance of determining what happens to programs or policies that affect their development. This level is the one which may be characterized by symbolic participation program launching for power holders to show that community was involved in those programs like representation committees may be called just to put their signatures on the projects.

The third, fourth and fifth rugs are called tokenism. On informing and consultation level citizen are allowed to hear and have a voice over what is happening in their communities in terms of development programs but they cannot be assured if their views are being considered by power holders since they do not have power to follow through (ibid).

Placation at level five is considered just as the higher level of tokenism because it has no difference from the two above since power holders still hold the decision making power. Example at this level few community members may be allowed to participate in board meeting example in education matters or heath concerns but still because of their few in

number decision making power remain on hands of many. Tokenistic kind of citizen engagement disempower them (Benequista et al., 2010). At the sixth level is where citizen power is starting to be seen. Here citizen are involved in partnership with power holders and at this level they can negotiate and engage in trade-off with decision makers. This is only possible if community is having resources to accomplish such partnership because this level is bounded by give and take relationship. Delegation at level seven gives more authority to citizen in managing programs but they are still accountable to the power holders

On other hand at the top of the ladder we find citizen control which is the highest level of participation where we find empowerment. Here citizen have full autonomy on managing their programs without external interference (ibid). They have administrative as well as fiscal control over the programs. The assumption is that reaching this level empowers the community.

Although Arnstein's model has been criticized by being so linear, it is very useful in conceptualizing different levels of participation, hence making the model relevant to this study. This is because it helps in differentiating strong participation levels which indicate empowerment and weak participation which indicate disempowerment.

Also Arnstein model has been of advantage in conceptualizing people/citizen participation in different sectors. Example by using the Arnstein model (Shaefer, 1994) as cited in Bray (2001) devised a new ladder for community participation in education. This ladder of community participation in education shows that community can be participated in education in seven different ways such as weaker ways of only using the service where parents or community participates by only sending their children to school but no any other way. Second way is through attending to the meetings where community members are informed of different decisions which are happening at the school level.

The third way is through contributing resources such as money, building materials, labor etc. This also does not give them much power to decide since sometimes they may not be participated in how resources were allocated .The fourth is through consultations where parents are given opportunity to give ideas on how to improve the school. The fifth way is through delivering services where the community is given autonomy to provide education. A good example is the introduction of private schools. Sixth, community may be participated in education through implementing the delegated power. Finally is through participating in real

decision making where community is now involved from problem identification to finding and implementing the solution of the problem. Good example is community participation in school governances where it is involved in making different decisions like planning, at the school level.

Despite the fact that Arnstein's model is helpful in distinguishing weak and strong participation levels, it is prone to critics because the model did not provide clear demarcation between the levels and it does not provide explanation when these levels overlap in one participation program (Cornwall, 2008, pp. 273-274). Although Arnstein has tried to say that in between the two extremes of active participation and mere involvement you can get up to 150 typologies, she ended up giving only 8.

Table 2:A synthesis table to show empowerment from above concepts

Decentralization	Participation	User Committees	
De-concentration: Local unit only receives responsibilities which are central planed without power to amend just to ensure accomplishments -Basically, the geographic division of responsibilities	**Non –participation**: citizen are not participated in the development programs where their presence is taken just as the symbolic, for obtaining either political legitimacy or satisfying the donors community e.g. people may be called to put signatures during launching of new program which they did not negotiate about it.	**Non- empowered committees**: they are informed on the prior decided matters, not exactly conversant with their responsibilities, no power example they can't change agenda for their meetings, facing restrictions and many directives from central bodies	Lowest level of empowerment
-Delegation: decentralized unit receives responsibilities based on the contractual relationship with the central bodies. This unit enjoys some autonomy compared to above	**Tokenistic**: citizen are consulted and allowed to give ideas but there is no ways for them to ensure it ideas are taken.	**-**	
Devolution: decentralized units receives authority and responsibility, they enjoy more autonomy in making decisions on responsibilities given,	**Citizen power**: Citizens have both administrative and fiscal authority on their development programs. They can challenge and influence policies that affect their lives.	**Empowered committees**: have power to make decisions on the projects they manage example schools, they are formed basing on democratic and equity principles They influence and challenge policy decisions that affect their area of operation.	Highest level of empowerment

Source: Author's conceptualization from the reviewed literature

2.9 Dimensions for measuring empowerment from the reviewed literature

2.9.1 Information access

Information is regarded as the important dimension of measuring empowerment. this is because Information is regarded as source of power (Narayan-Parker, 2002). People without information cannot decide or negotiate effectively. Information also improves knowledge and also it increases ones confidence on what should be done. Example when school boards have shortage of information concerning how much fund have been transferred to the school they will not be on the position to approve budget effectively. Information access helps people to identify different opportunities available to them so that they can pursue them. Information also provide opportunities for citizen to identify their rights and so that they can hold the state ad non-state actors accountable (ibid, p.19). In many studies conducted on the area of citizen participation in school governance it was found that most of the members involved in school governance were less informed about their duties something which affected their empowerment and ability to perform their duties (Bauch & Goldring, 1998; Bray, 2001; Kisembo, 2014; Masue, 2014)

From the community participation perspective the information flow should be two way between government and citizen. When information is just in one way it can affect the empowerment. A study by Naidoo about decentralization and school governance in south Africa found that the information flow from the national to the local levels was based on the top- down models hence less influence on the school committees over education decisions (Naidoo, 2005). Information access can really contribute towards empowerment if people who receive such information are able to use it for making different decisions or holding responsible parties accountable. This is because in some occasions people may just be informed of the pre-determined decisions and at the end of the day this can be equated to empowerment or active participation (Cornwall, 2008, p. 270)

2.9.2 Organizational capacity

This is concerning with the ability of the local community in organizing themselves toward common goal through decision making and resource allocation. Organized community is more likely to make its voice heard and their demands met" (Narayan-Parker 2002). They can use their united voice to influence policies and decisions that affect their lives. For the

community to be well organized other assets such as information, human assets like education, financials are important. Example it is very difficult to organize people when you have less information concerning the issue you want them to unite for as it also becomes difficult to organize people without enough resources.

2.9.3 Resources

This is also important dimension which is identified by (Kabeer 2001) and that it has much influence over empowerment. Resources do not only involve economic resources but also social and human resources. Human resources are the ones which are intrinsic to the individuals in terms of individual capabilities, knowledge and skills (ibid. p.20). Example in this study school board members are expected to have enough education, capability, experience and skills in managing schools. Some of the studies have indicated that community members involved in school governance had no enough education and management skills to govern the schools. Example was noted in Nepal through a study called *empowering the local through educatio*n by Carney et al (2007). The same was noted in South Africa by Askvik (2003) in his study about why school principals trust or distrust the governing bodies.

Economic resources include funds, working capital, and equipment's (ibid.). Community members should have access to economic resource and they should be on the position to decide in terms of allocating these resources in development activities. in most of the developing countries lack of enough financial resources have been a big challenge which affect school governance activities.On this study school boards are empowered when they have access and autonomy over this resource. One among identified factors of community participation is to help government from resource constraints so this led to the big questions as to whether the community will have enough resource and power to manage service delivery such as education(Bray, 2001; Okitsu, 2012).

Resources are distributed under different conditions and processed by different institutions. Because of this fact access to resources will depend on rules, norms and institutional arrangement that determine the allocation of resources. For this matter some actors may have more access and authority than others (ibid). This means that community will be more empowered if institutional arrangement, rules and regulations which govern the society or state are revised to give them authority to acquire resources and use them for developing their

lives. Kabeer says that the "terms on which people access resources is important as the resources themselves when the issue of empowerment is being considered" (ibid, p.20). This is because access condition may either be more client relationship (resource dependency) or it may be exploitative or access may be offered in the way that respect dignity and therefore giving more power to those who receive the resources. The later condition enhances empowerment.

2.10 Operationalization of independent and dependent variables

Operationalization of variables to be used in research this study is hereby done to avoid any confusion that may result from different meaning of the variables and also to allow replicability of the study. This study was seeking to find out the extent to which school boards are empowered to perform their duties effectively. So for this matter it is important to define clearly how empowerment of school boards was measured as well as measurement for board effectiveness or performance.

2.10.1 Dependent variables

Dependent variable of the study was *effectiveness of the school boards in performing their responsibilities*. This is related with the extent to which the school boards were able to execute their responsibilities. Dependent variable was examined through looking at the performance of the school boards in terms of knowing and acting on their responsibilities which have been devolved to them as a result of decentralization practice in education. Dependent variable is based on the following criteria:

-Ability of school boards in making school development plans.

-Ability of school boards in approving and monitoring school budget

-The school board's ability to prepare reports about their activities

- School board ability to handle the disciplinary cases on time and satisfactorily for parties involved

- Education sector stakeholders views on performance of school boards. Stakeholders like teachers, student and local government officials were interviewed to give account on the school boards performance. Dependent variable were operationalized from current education plan   called Secondary Education Development Program   (SEDP) which show the

responsibilities that are ought to be accomplished by school boards (URT, 2004; 2010, pp. 15,50).

i) School boards ability to prepare reports on the work done e.g.(disciplinary reports) accurately and on time was measured by finding out their knowledge in preparing the reports; whether every member of the board are having opportunity to contribute on the reports. Also the ability of disseminating the reports to other education stakeholders was assessed.

ii) Ability of school board in approving and monitoring school budgets. This was done through assessing the ways through which they participate in budgeting and how monitoring is done to avoid money fraud.

iii) Ability of the school boards in managing the school development plans was measured by assessing their involvement in the school development plan, to what extent they are involved in design, decision making and resources allocated for these plans.

iv) Ability of the board members in handling disciplinary cases was assessed to see whether they have knowledge on the rules that guide the disciplinary procedure, also if they have autonomy of handling student disciplinary cases. Also the assessment was done to find out whether school boards are concerned with teachers disciplinary cases.

v) Education stakeholders such as teachers, students, education officers as well as the community members have different views toward performance of school boards on their areas. Teachers, students and education officers are working hand to hand with school boards so this makes it relevant for them to give views. Community members may be involved in electing or appointing these members so they have their evaluation toward the performance since school boards are taken to be accountable to the community. All mentioned stakeholders were interviewed so that they give opinion concerning performance of school boards in their areas.

2.10.2 Independent variables

These are variables which can are varied to see its effects on the dependent variables. The independent variables of this study were drawn from the reviewed literature above where by

literature on empowerment, decentralization, participation, user committees were considered in drawing out the independent variables.

a) Formation of schools boards: **criteria and procedure**

This independent variable was concerned with school board selection procedures. This departs from Manor's conceptions that the way user committees are formed can affect their level of power as well as performance (Manor, 2004, Masue, 2014). Therefore this variable was used to determine what are the conditions or procedures that are used in getting peoples to the school board. It also involved some questions like, Are the school boards representatives of the community? To what extent the community is involved in this procedure? And to what extent the procedure tend to affect the board performance in terms of making decisions?   Empowerment from this variable was expected when school boards show high level of representativeness of its community and if the formation procedures are based on the fair inclusive and democratic conditions. A fair way of getting the representatives is said to empower those who are represented as well as those who are representing.

b) Ability of the school boards to access and disseminate information

This variable departs from Narayan-Parker (2002) who sees that information is power because it enables the informed persons to make valuable decisions in their lives through fighting for their rights, grabbing opportunities and holding accountable the responsible actors. Therefore in this study access to information was concerned with the extent to which board members can have access to information concerning their responsibilities, rules that direct or govern their responsibilities, regulations education policies and other policies that will assist them in making decisions and executing their responsibilities. And also it was concerned with their ability to give feedback to the community about school development progress. Information access was thought to help school boards in demanding accountability from teachers about the academic performance of students together with the implementation of school development plans. So the study was seeking to find out to what extent these school boards are equipped with necessary information for seeking accountability.

Empowerment from this variable is revealed if board members are well informed about their duties and also if they have ability to use the information in accomplishing their main goals which are developing the school as well as representing the community.

c) **Access to resources (financial and human resources)**

This variable was concerned with the extent to which school boards are having access on the resources such as   financial and human, resources. The variable departs from both empowerment and decentralization theories which believe in availability of resources for either local government or communities to be on the position to accomplish duties like planning, school construction, buying teaching materials etc. example under decentralization there is fiscal authority which allow local units to rise its own revenue and also to access money from government which enables them to accomplish the devolved responsibilities. Therefore in this study the two schools understudy were assed to know from which sources they access finances and whether they enjoy the fiscal authority granted under decentralization by devolution.

 Also under empowerment theory Kabeer (2001) regards that the conditions under which the resources are accessed are as important as resources when it comes to empowerment. Therefore the schools on this study were examined to find out which conditions they face when accessing resources example from government sources etc. Also the assessment was done to know to what extent the board members are having authorities in managing school funds both its collections and allocation. Assumption here was that the higher the access of resources by the school boards the higher the ability to make decisions which will boost up their empowerment and performances. On the side of human resources, education qualification, experience and skill endowments were assessed to see its effects on the performance of the board members. Also the study examined to see if there is any capacity building programs which were in place to help in shaping the capacity and capabilities of board members.

   d) **Autonomy of board members in making decisions**.

This variable also departs from user committee and decentralization literatures, under user committee Manor had this hypothesis that most of the user committees like school boards do not have sufficient autonomy to make decision. On other hand decentralization believe in devolution of power and autonomy to the grassroots level to enable them to participate

effectively in decisions. On this study autonomy was concerned with the level of authority and freedom attained by board members in making decisions and implementing them. Do they have autonomy (power) to act without external interference from other authorities and politicians? What kind of directives they need to follow? This was assessed through examining the kind of decision they can make and those kind of decision they can't make. Empowerment from this variable was expected when school boards from the two studied cases attained full authority to exercise decision making concerning school developments without interference from other education stakeholders or politicians. The discussed dependent and independent variables are summarized in Figure 2 below.

Independent variables   **Dependent variables**
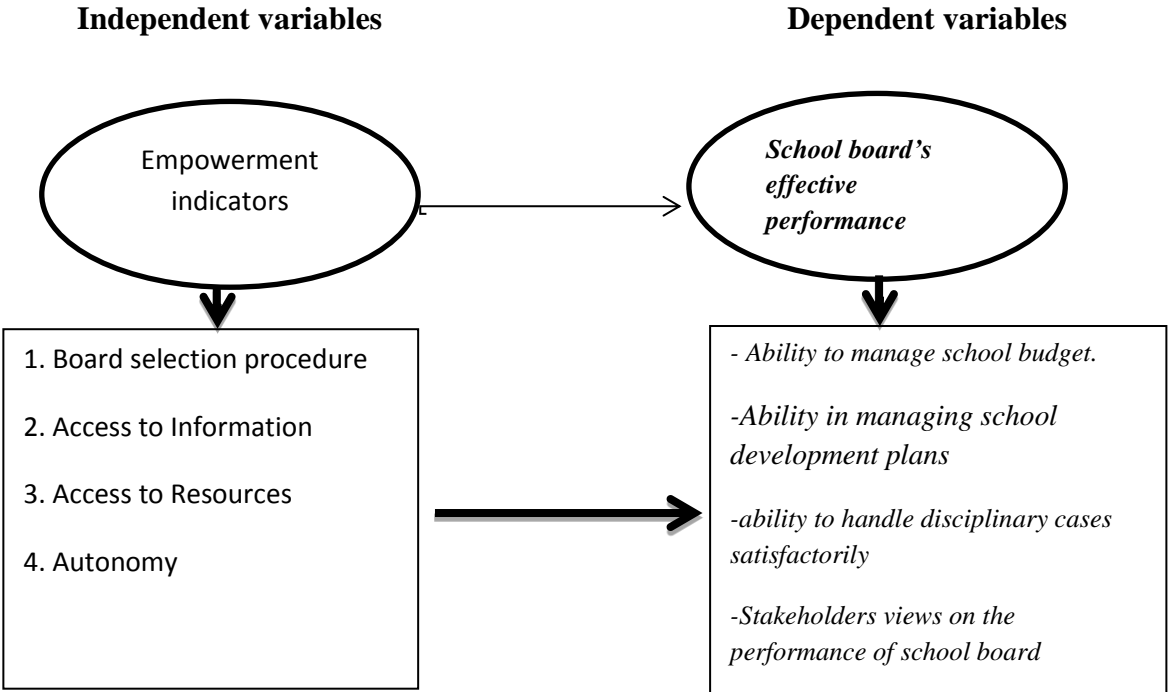
Figure 2: Analytical framework
Source: developed by researcher from the reviewed literature.

The framework above suggests that independent variable affect dependent variable .Example the extent to which school boards are accessing information can determine their effectiveness in managing the school budget

CHAPTER 3: METHODOLOGY

3.0 Introduction

The major aim of this study was to find out to what extent school boards are empowered to perform their devolved responsibilities effectively. This chapter covers the methodological concepts which were used in conducting this study. The concepts covered involves research design which includes area of study, research approach, unit of analysis, selection of respondents, data collection methods, data analysis, not only that but also the chapter is reflecting upon the quality of the study and ethical issues considered in the whole process of doing this study.

3.1 Area of study

The study was carried out in Moshi Rural District and Hai district both located in Kilimanjaro region. These are among 169 districts which are implementing SEDP in Tanzania so this makes them to be relevant for this study. Hai district council is one among six districts in Kilimanjaro which was initiated in 1975. It has the area of 1011 kilometer square which is divided into 14 wards and 60 villages. The population of Hai according to 2012 census was 210,533 people. The main economic activity is agriculture followed by petty business, tourism and few people who are employed in government and private agencies. In terms of education in 2011 Hai district had about 119 primary schools and 45 secondary schools which 29 are public schools and 15 are private schools[3].

On other hand Moshi Rural District council was established in 1984 by the local government act of 1982. It has the area of 1713 kilometer square and its population according to 2012 census is 401369 people[4]. The district is divided in 35 wards and 114 villages. Agriculture is the main economic activity of the district followed by others like tourism, petty trading, and livestock keeping etc. On the side of education in 2011 the district was having 266 primary schools and 95 secondary schools of which 59 are public schools and 36 are private secondary schools.

Kilimanjaro region is known as a region with greater awareness in education; the region is having many schools from all levels. Due to this only two districts were included in this

---

[3] http://en.wikipedia.org/wiki/Hai_District retrieved on 5th Feb, 2015
[4] http://en.wikipedia.org/wiki/Moshi_Rural_District retrieved on 5th Feb,2015

study. Also the districts were chosen for convenience reasons to meet the time and financial constraints. These two districts are located closely and they are also accessible in terms of transportation which made the procedure for data collection to be easy. Also the two districts share the similar social economic structures. The two mentioned districts are also developed in terms of secondary education so it was therefore not possible to study all secondary schools from the districts. So for this matter only two schools one from each district were chosen where, from Moshi rural district I chose school A which is government school (boarding) and from Hai district I chose school B which is a community school (day). The schools were chosen for comparison purposes, this is due to the assumption that community school will permit school board to be more empowered compared to the government owned school. This was due to the fact that community schools oriented from the heart of the community since they are initiated and constructed by local the community. It should be noted that community schools are also owned by the government but the difference is that under the community school community share the big part of maintaining these schools.

3.2 Research approach.

There are different approaches and techniques that are employed by researchers in conducting research. Some of the authors have indicated research approach to be the blue print that helps the researcher to come up with solution for research problem (Frankfort-Nachmias & Nachmias, 1996; Yin, 2009). There about three common know research approach which can be used in carrying out research studies which are quantitative mainly used in survey and experiment, qualitative used for exploratory studies and mixed methods approach which combines both qualitative and quantitative (Creswell ,2014). Qualitative case study approach was used in carrying out this study. This is due to the fact that the study topic about *effectiveness and empowerment of school boards in Tanzania* is still immature since no many studies have been done in this area so employment of qualitative approach allowed deep study on the topic. Since the study is still immature the qualitative approach added important information which was useful in creating hypotheses that can be tested quantitatively by other future research on the area. The study objective is related to 'what' question of which Yin, (2009) suggests that it requires qualitative knowledge to be answered.

The choice of the qualitative case study is in consideration of Yin's perspective that case study can be preferred when studying the contemporary phenomenal which is happening at the natural setting and of which researcher have little or no control of the events. The issue

about empowerment of grassroots level have been the recent issue in development agenda not only that but also school board empowerment as a natural phenomenon happens on the environment which is not easy to have control to monitor or experiment the behaviors. The use of qualitative approach had many advantages for this study because it allowed collection of data from different sources something which ensured the validity of the study. Not only that but also data were collected from various actors and basing on the fact that respondents were given opportunity to express their views and ideas the study accrued large body of information concerning empowerment and effectiveness of school board in accomplishing their responsibilities.

3.3 Unit of analysis

Unit of analysis is concerning with the subject of the study, who or what does the researcher choose to study; this could be thing(s), individuals, groups event, organization, community, or country. According to (Frankfort-Nachmias & Nachmias, 1996) unit of analysis is the most elementary part of a phenomenon to be studied. There is always confusion when it comes in defining cases or units of analysis as indicated by (Ragin & Becker, 1992). Cases in this study are defined basing on Yin explanations about different types of cases.

The study's units of analysis are multiple cases with embedded units as described by Yin (2009). The study compared two cases which are school board of government school (school A) and a school board of community school (school B). The embedded units within these main cases are the individual board members and other stakeholders on which board members depend or work together to fulfill their responsibilities. The following diagram provides the illustration of cases in this study.
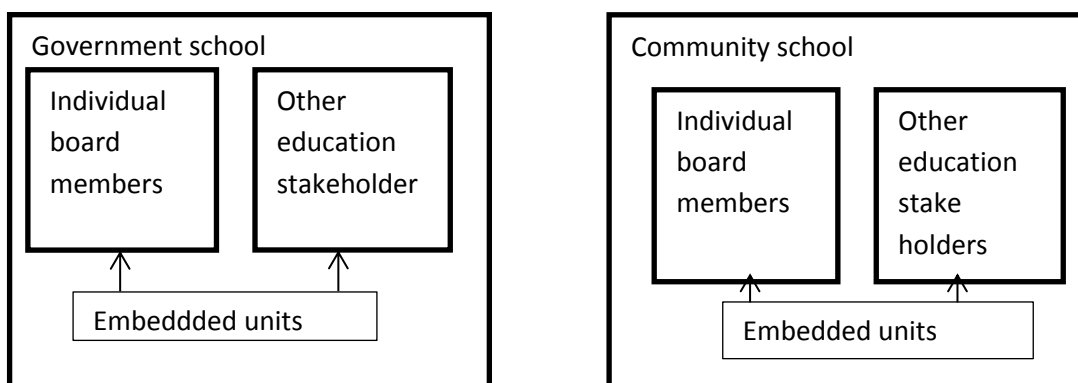
Figure 3: Multiple cases with embedded units
   Source: Author's conceptualization from Yin (2009)

3. 4 Selection of respondents (sampling)

The selection of respondents was done purposeful whereby respondent were selected due to their potential in answering research questions and also depending on their availability. Head of 2 schools were the main link to all other respondents expect for Education officers whom were met in their respective councils

Respondents were divided into main 5 groups

a) Board members, b) teachers c) students d) LGA officials e) parents and community members

Board members these were the key respondents since the study was more focused on them. They provided their individual experiences about their responsibilities and their empowerment status. Also the board members were potential respondents because they were direct practicing governance of schools so it was easy for them to identify whether they face any challenge in executing their responsibilities or not and if they feel that they are empowered or not.

Teachers were included as the potential respondents since they were working hand in hand with the school boards in managing school so they had different views about how effective school boards are performing their responsibilities. More information about their relationship with school board was important to understand how school board is relating with other actors at the school level. Also some of them are involved directly in school boards as members.

Students were also potential respondents for the study because they are members of the school on which school boards are managing. Also it was good to know if they are included in school boards or not and whether their inclusion is having any impact. Students also provided relevant information about impacts that have been brought into their schools by their school boards. Few students were chosen purposefully to be included in the study. A criterion that was used to choose the students was through the assistance from head of schools and the willingness of a student to participate.

Education officials these were also potential respondents as they provided information about the statutory establishment of school board and secondary school reforms generally. Not only that but the information concerning school board performance was also learned from them and different strategies that are in place to build the capacity of school boards were also extracted from this group of respondents. .

Parents as community members provided information concerning the opportunities that are given for a community to participate in managing schools through school boards and also the performance of the available school boards. School boards are supposed to originate from the community so in this sense they remain accountable to the community. Therefore asking the community members about school boards performance becomes relevant. The following table provides illustrations on sample size and respondents categories.

Table 3: Sample size

Respondents categories	Hai District Council (school B)	Moshi Rural District Council(school A)	Total
Board members	7	7	14
Teachers	3	3	6
Students	3	3	6
Parents	3	3	6
Education officer	1	1	2
TOTAL	17	17	**34**

Source: Field data august, 2014

3.5 Data collection methods

According to King et al discussion about data collection refers to a wide range of methods including observation, intensive interviews, surveys but what is important is to report how data was created and how we come to process them (King, Keohane, & Verba, 1994). For the triangulation purposes and for the aim of balancing limitation of individual data collection method data for this study were collected from three sources which are interview, documentary review and direct observation (Yin, 2009).

3.5.1 Interview

Interview is the careful questioning and listening with the purpose of obtaining the thoroughly tested knowledge (Kvale & Brinkmann, 2009, p. 3). Face to face interview was used to collect information from the participant. Research participants were met in the respective schools, some in their living places and some in their working places. The interview guide questions prepared before interview were used to interview the participant but sometimes I had to adjust

the questions to fit with the understanding of the participants. Not only that but also a number of follow up and probing questions were used so as to obtain clear information from the participants. All questions were open ended so this allowed the participants to provide deep information on question asked.

Interview procedure: The days of interview were scheduled through the help of head of schools who helped in communicating with the research participants. Before the interviews the research participants were given the brief explanation about the research topic and the aim of the study, thereafter they were asked their consent for participating. After the agreement participants were asked if they also consent with the use of tape recorder, for those who refused note taking was used to record their responses.

Interview transcriptions: the recorded interviews were transcribed using the word to word procedure whereby each word said by interviewee is written down to get exactly what was said and make it easier to interpret. The transcription also noted the pauses and some repetitions and changes in voice tone so as to get more meaning of what the participant meant to say.

3.5.3 Documentary review.

Documentary review includes the careful analysis of documents that contains information about the phenomena under study (Yin, 2009). Several documents were reviewed to get essential data for the study, this include review of various reports such as school board files, education policies and laws guiding the management of secondary education such as Tanzania education act of 1978 and its amendment in 1995, decentralization reforms, subsidiary acts for establishment of school boards, SDEP repots etc. Other documents were the research papers which were relevant for the study and also internet reports and newspapers. The review of literature was potential to corroborate evidences collected from other sources like interviews.

3.5.4 Direct observation

Direct observation was done to supplement other methods especially interviews. Participant behaviors were learned during interviews and therefore the method was potential in noticing body languages. Not only that but also observation was done on the school development projects and on the school construction and maintenance activities.

3.6 Data analysis

This is the process of making sense out of the data collected in the field (Creswell, 2014, p. 185). Data analysis for this study started on field where some interviews were transcribed on the same day of interview. There are many ways through which collected data can be analyzed, on the context of this work data was analyzed basing on the theoretical way of analyzing data as suggested by Yin (2009). This means that data were interpreted and related to the theoretical perspectives presented in chapter two but at the same time the empirical data were allowed to supplement the established theories (Djupvik, 2012; Kvale & Brinkmann, 2009) . Content analysis was also used where large amount of texts were classified into fewer categories that present similar meanings (Hsieh & Shannon, 2005, p. 1278; Mayring, 2000). Narratives and direct quotations from respondents were used in presenting the data. Data have been presented in tables and diagrams to enhance more clarification on the analyzed data, see chapter five and six.

The study has adhered to the principles of anonymity during analysis of data. Therefore the names and positions of the respondents have been anonymized into symbols example E1 to mean education officer school A (see appendix 2)

3.7 Quality of the study (validity and reliability)

For any research to have quality, issues of validity and reliability should be taken into consideration. Validity relate to how much the collected and analyzed data are accurate, dependable and credible (Yin, 2009). Reliability on other hand is related to how the study can be confirmed or replicated by others. There are about four ways of ensuring quality of the case study; *construct validity, internal validity, external validity, and reliability*.(Yin, 2009, p. 40). Yin's description is used in this study to ensure the quality of the study.

3.6.1 Construct validity

This is the type of validity which is concerning with whether the researchers are able to operationalize the concepts they want to find out. The main concepts which guided the study are empowerment and effectiveness of school boards. These concepts have been well defined at the theoretical part in chapter 2. To increase level of construct validity the study used three methods of data collection as discussed above on section 3.5 to enable triangulation of evidences. Not only that but also triangulation of individuals or respondents were used where interview was done with various respondents such as individual board members, students, community , parents and even education officers.

3.6.2 Internal validity

This is concerning with whether the researcher was able to show the casual relationship between the dependent and independent variables. Yin suggests that this kind of validity is more associated with experimental, quasi experimental and explanatory case study rather than exploratory case studies (ibid, p.42, 43). This study is more of exploratory case study which suggests correlation between the variables but the actual causal relationship has not been addressed. Example there was high association between school board ability to gain information about their responsibilities and their level of empowerment and effectiveness. This was because information enabled them to participate well in decision making activities something which contributed to their higher empowerment and effectiveness.

3.6.3 External validity

This is a kind of validity which is concerned with whether the conclusions or research findings can be generalized into another cases (ibid, p.43). Although there have been many critics concerning the ability of a case study to be generalized, this can be possible through *analytical generalization* where researcher generalizes results to *a broader theory* (ibid). Therefore based on the explanations given by Yin then this study is generalizable analytically to other cases that share similar characteristics with school A and school B but through using empowerment theory used in this study. More studies in the similar area using empowerment theory are needed to increase the level of external validity.

3.6.4 Reliability

This type of validity ensures that the same study when conducted using the same methods should be able to come up with the same findings or results. This is concerning with how a research study can be confirmed by others. For a study to be reliable there should be systematic recording of the procedures and processes followed during the study. All the procedure followed in conducting this study is well documented under this chapter also the interview guide questions are provided at the end this study to ensure reliability.

3.7 Ethical issues considerations.

Different research authors like (Creswell, 2014; Kvale & Brinkmann, 2009) emphasize on the importance of researchers to consider ethical issues when undertaking their studies. This is because many research studies including this study depend on people for its accomplishment; therefore it remains the responsibility of the researcher to be ethical through observing confidentiality on respondents' given information. This is done to ensure safety of the

person's involved as well as developing trust which helps in getting relevant information. Ethical issues were taken into consideration throughout conducting this study. The permission to conduct research was asked using the letter provided by the University and with this letter I was permitted to conduct my research in the two schools anonymized to school A and school B (see appendix 16). All research participants were asked to participate voluntarily and the research purpose was well elaborated to them so this gave them understanding on the uses of the information they were giving.

Anonymity is also used in the study where by the two schools which are involved in the study are given anonymous names and also data analysis and interpretation did not include participant names, age ,gender etc. Issues of plagiarism are addressed through making sure that all sources of information including other researcher's works are acknowledged properly. This was facilitated by the use of endnote system.

3.8 Challenges encountered in the field

Despite the fact that the study was successfully done, the challenges were also unavoidable. One among challenges was confidentiality whereby I was not able to access some of the documents or places because it was regarded as confidential. Example the request to attend into board meetings were declined for the confidential reasons. Some documentary reviews such as some board files were denied access due to the same factor.

Another limitation was evasive character of the participant. For example some board members did not feel comfortable discussing my questions as they thought I am a spy or I was sent by government agencies instead they portrayed that everything was okay and there was no problem. There was also a time challenge whereby some respondents could not show up to the interviews on time something which forced me to wait for long hours and sometimes it forced rescheduling. Interruption was also the challenge especially when I was interviewing education officials and teachers in some occasions which forced the interview process to be stopped for a while something which distrusted the flow of information.

CHAPTER 4: DEVELOPMENT TREND OF SECONDARY EDUCATION IN TANZANIA

4.1 Introduction

The chapter provides the historical development secondary education in Tanzania. The chapter's main purpose is therefore providing more clarification on how decentralized education plans have facilitated devolution of power to the grassroots level where we see school boards (main focus of this study) as community representatives get involved in governing secondary education

4.2 Secondary education reforms since independence

Education reforms after independence put more emphasis on primary education compared to secondary education(Cooksey, 1986). Before the introduction of decentralization efforts in education, Tanzania had only 6% on the enrolment for secondary education compared to 25-75 % in other countries of SSA (UNESCO, 2005). The socialist ideology (education for self-reliance) adopted after independence was the main reason for less emphasis on secondary education as it was believed that primary education was the only education level which could prepare people to work in their rural villages while secondary education create classes in the society as people with such education aim to get the white collar jobs which at that time were very few. Therefore the government financial effort was directed toward improving primary education more than secondary education. Example in 1875- 1985, the resource allocation for primary school was 57.5 % while for secondary was only 27 % (Cooksey, 1986)

 After independence all secondary schools which were owned by private parties were nationalized so this made the government to have control on the expansion of secondary education. More control was seen in the 1970's where government put restriction on the expansion of secondary education both public and private.

In 1980's there was a great change in governments approach since the government realized that primary education did not succeed to make people stay in the rural areas instead people were moving to urban areas to look for better jobs. Economic depression experienced in these years had also acted as the catalyst toward expansion of secondary education. This was due to the fact that the government had to open the way for economic liberalization. The liberated economy needed people with higher education so this made the government to realize that

secondary education as well as higher education was important for the country's development. The door of private owners which was closed in 1960-70 was opened so private market started to establish secondary schools so this led to more expansion of secondary education.

More expansion of secondary education was much realized in 1990's – 2000's as a result of decentralization reforms which sought to devolve more powers to the grassroots level. Decentralization reforms had paved the way toward more expansion of secondary education due to its emphasis on local government and community participation in developing and managing secondary education. More expansion was also contributed by the pluralistic mode of governance which allowed many actors to be involved in education issues (Masue, 2014)

4.3 SDEP an initiative toward secondary education expansion and decentralization in Tanzania

SEDP is recognized as the major reform in secondary education which has encouraged the practice of decentralization and community empowerment as well. The plan was implemented into two phases where the first phase was (2004- 2008) and the second phase is from (2010-2015) so this means is still on implementation. The major aim of SEDP was to increase the expansion of secondary education so as to address the issues of equity, access and quality. The essence of community participation was high in this plan as the community is involved in expanding secondary schools where the plan insists that every ward should have at least one secondary school built by community members. Here community members contribute in the building of the classrooms to the lintel level and the government takeover to complete the construction (Makombe et al, 2010). After completion the schools are maintained by Local government authorities. This plan was received well by the community and many schools have been built as a result of this. The statistics show about 2,507 schools were built in the first phase of SDEP implementation 2004-2008 (ibid, p. 17). SDEP recognize the devolution of authority as the major way to increase efficiency and responsiveness in the provision of secondary education(URT, 2004) . Therefore the implementation of this plan is done through decentralization practice which involves actors and institutions from central government, local government, community and non-governmental institutions (NGO's). From the central government SDEP is implemented under three ministries which are Ministry of Education and Vocation Training (MOEVT) and Presidents Office, Regional Administration and Local Government (PO-RALG) and Ministry of Finance and Economic Affairs (MOFEA) (URT,

2010).From local government level the plan is implemented by regional offices, district council and ward council and from the community level the plan involve school boards who are appointed from the members of the community.

4. 3.1 Actors involved in implementing SDEP

As the above discussion suggests the new education plans which were adopted in Tanzania after the introduction of decentralization by devolution were implemented by different actors in a decentralized framework. SDEP is also implemented in the same manner where different actors from central to local level are participating. The actors involved are instituted with different roles which are clearly outlined by the SDEP plan phase II as follows (URT, 2010, pp. 46-50)

a) Ministry of education and Vocational Training (MOEVT)

This is the parent ministry which deals with the overall development of education in the country. It coordinates all other six actors to ensure that secondary education provision is efficiently provided. It focuses mainly on the policy issues, quality assurance, setting national standards and monitoring and evaluation on the provision of secondary education. The ministry is also concerned with the delegation of authority to regions, districts, schools and communities in providing secondary education. The ministry specific responsibilities are provided on box 1.

Box 1: Responsibilities of Ministry of Education and Vocational Training

(i) Monitoring implementation of the Education and Training policy;

(ii) Preparation of curriculum;

(iii) Coordinate research and evaluation;

(iv) Coordination of in-service training;

(v) Preparation and management of national examinations;

(vi) Management of schools consist of children with special needs;

(vii) Registration of new secondary schools and teachers' college;

(viii) Employment of teachers, their registration and overseeing their welfare;

(ix) Selection of form 5 students and diploma students;

(x) Inspection of schools (implemented by zones and districts);

(xi) Monitor and manage cross-regional teacher transfers;

(xii) Mobilization and allocation of resources;

(xiii) Establishment of National Minimum Standards for schools and colleges;

(xiv) Approval of educational materials for schools.

---

b) Prime Minister's Office-Regional Administration and Local Government

This ministry is the one which is concerned with development of local government authorities in Tanzania. Its inclusion in education development comes due to the fact that every local government offices starting from the regions to the village level are having special offices dealing with education. Example in each region there is regional education office and also in each district, there is district education office dealing with education matters like employment of teachers and their transfers, transfer of students, running of schools, etc.(URT, 2010, p. 13). Therefore, the ministry is important in managing and monitoring the power devolved to the regional, district and ward levels to make sure that such powers are used effectively for development of secondary education. Under SEDP, PO-RALG is instituted with the following activities as shown in box 2:

Box 2: responsibilities of PO-RALG
a)monitor the employment of new teachers and non-teaching staff in Regions
and LGAs;
b) initiating and monitoring transfers of teachers and non-teaching staff from one
region to another;
c) monitor the appointments of Heads of Secondary Schools;
d) monitor the appointment of School Boards Members and their training on
school management;
e) monitor in-service training for teachers and capacity building for non-teaching
staff;
f) coordination of provision of Government scholarship for children from poor
families;
g) coordination of sports and games in the LGAs;
h) participation in coordination of Form 1 and 5 selection in collaboration with
MOEVT;
i) coordination and mobilization of local resources for implementation of SEDP
II;
j) conduct monitoring and evaluation of SEDP II, in collaboration with MOEVT;
and
k) preparation of Education Sector Performance Report (physical and financial)
Including SEDP II, in collaboration with MOEVT.

---

c) Ministry of finance and Economic Affairs (MOFEA)

 MOFEA is concerned with all revenues, expenditures and all financial matters happening in the country. For this matter it is also concerned with the development of secondary education as it takes care of expenses related to secondary education development. It transfers the funds to meet the needs required in implementation of SDEP. The key roles of MFEA as stipulated under SDEP are provided here under on box 3.

<div style="border: 1px solid black; padding: 10px;">

Box 3: Responsibilities of MOFEA

a) solicitation and mobilization of financial resources from different sources;

b) development and provision of guidelines and regulations on financial management and procurement for the implementation of SEDP II;

c) transfer of funds to MOEVT and PMO-RALG, and to Regional Sub-Treasuries for transfer to secondary schools; and,

d) To take the lead, in collaboration with MOEVT, PMO-RALG and CAG, to ensure timely auditing of education funds including SEDP II.

</div>

d) Regional level

At the regional level there are two offices which deal with education matters namely regional secretary and the regional sub treasury. The regional sub- treasury receives money transferred from MOFEA and transfer the money to secondary school accounts. On other hand regional secretariat is having special section dealing with education issues to facilitate education provision on the primary and secondary level. Therefore Regional offices have the following responsibilities as shown in box 4

<div style="border: 1px solid black; padding: 10px;">

Box 4: Responsibilities of regional secretariat

coordination of Council Education Development Plans, including SEDP II;

b) coordination of the employment of new teachers and non-teaching staff within

councils in their regions;

c) initiation and monitoring of transfers of teachers and non-teaching staff from

one council to another within their regions;

d) appointment of Heads of Schools, in consultation with LGAs;

e) conducting selection of Form 1 students;

f) dealing with student appeals, repetitions and transfers within the region; and,

g) Coordinate and supervise National Standard VII, Form 4 and 6 examinations.

</div>

e) District level and Municipal level

District level is also concerned with the development of secondary education. In each district in Tanzania there is secondary education department which deals with secondary education issues happening in their area of jurisdiction. District level receives delegated authority from MOEVET and PMO-RALG to manage and execute education decision in their respective districts. Not only that but also districts receive directives from regional secretariat on the issues concerned with secondary education development. The major roles of district education offices are stipulated here under as shown in box 5

Box 5: responsibilities of district education office

a) preparation of a Council Education Development Plan, including SEDP II;

b) coordination and advice on the establishment of new schools;

c) supervision of construction and maintenance of school buildings;

d) oversight of employment and transfer of teachers within the district; hiring and firing non-teaching staff in schools;

f) identifying candidates for Heads of Schools and submitting proposals to the Regional Secretariat;

g) appointing School Board members and training them on management of schools;

h) coordinating ward-level requests for students to be supported under the government scholarship scheme;

i) coordinating and mobilizing local resources for implementation of SEDP II; and

j) Reporting to PMO-RALG and MOEVT on implementation of SEDP II activities.

f) Ward administration level

This is the lower administrative structure in Tanzania where in rural areas it composed of several villages or communities while in urban areas may be composed of one township. The ward councils are composed of ward development offices with education coordinators who are the in charge of education issues in the ward. Therefore ward development officers are given the following responsibilities under SEDP on box 6

Box 6: Responsibilities of ward development office

a) identification of areas for the construction of schools;

b) mobilization of communities resources (financial and physical) for construction of schools;

c) monitoring of school construction and providing feedback to the Council;

d) receiving school development plans, budget and implementation reports;

e) mobilization of communities to ensure enrolment, attendance and retention of students; and,

f) reviewing and consolidating requests from Village/Mtaa Governments for students to be supported under government scholarship scheme, and submitting them to LGAs for consideration

g) School boards

SB which is the focus of this study is also an important governance level in the implementation of SEDP. Here is where the partnership or participation of citizen in managing education is seen. This is because the school boards are composed of normal citizens together with few bureaucrats who come together to combine skills and efforts on managing the secondary education at the school level. It is regarded as the highest authority when it comes to school level authorities followed by school management teams. According to SEDP school boards are having the following responsibilities as shown in box 7

Box 7: Responsibilities of school boards

a) approving School Development Plans and Budgets, and overseeing their implementation;

b) advising District Secondary Education Officer on schools management;

c) advising District Secondary Education Officer and TSD on disciplinary cases of teachers;

d) demanding, on a regular basis, accountability for students" performance

e) dealing with disciplinary cases of students; and,

f) Deliberating on quarterly school performance reports (both financial and physical).

The figure below shows the institutional arrangement of secondary education management from National ministerial level to school community level
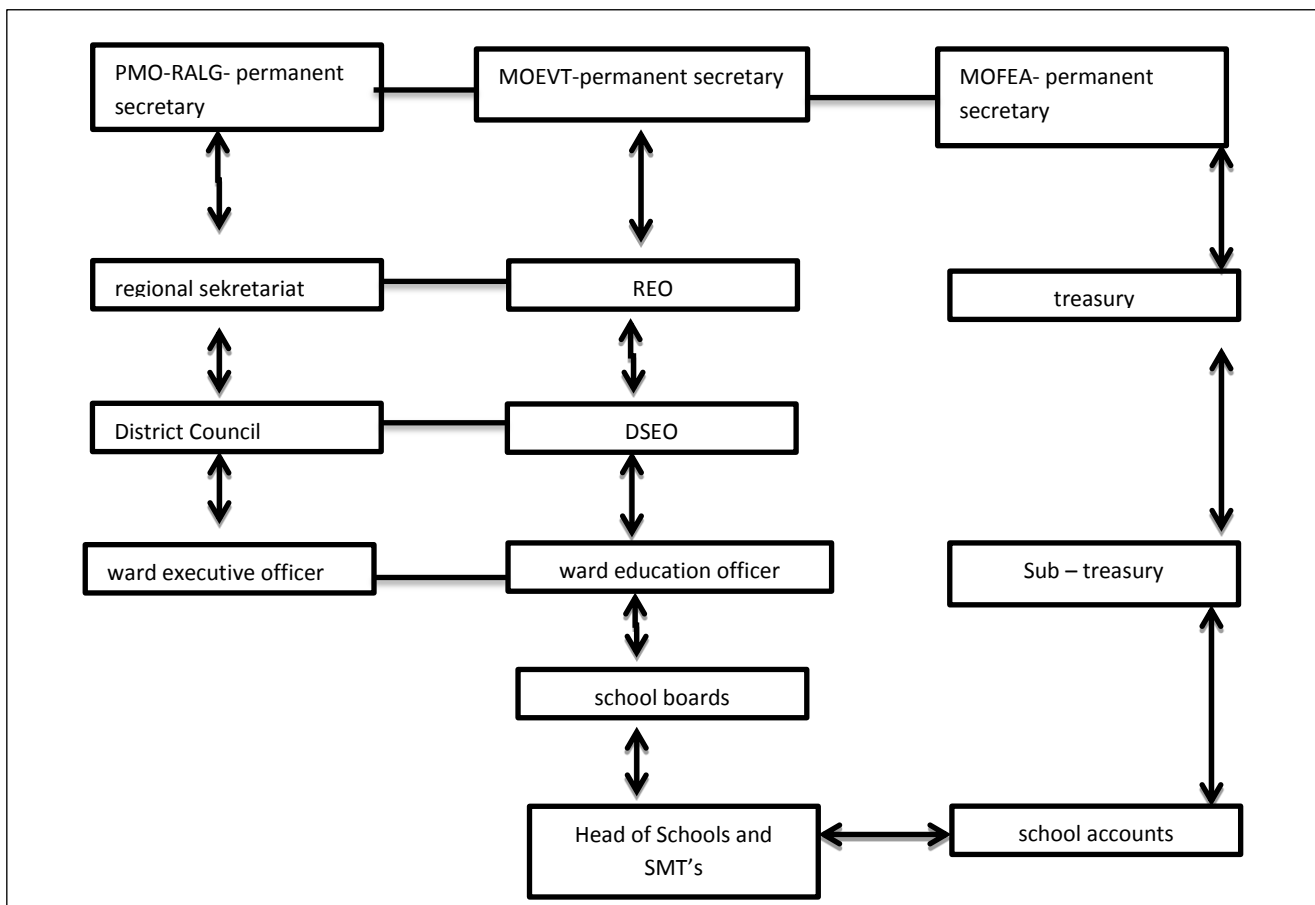
Figure 4: Institutional framework of secondary education management
Source : modified from SDEP document (URT, 2010)

CHAPTER FIVE: FINDINGS AND DISCUSSION

5.0. Introductions

This chapter presents the findings on the study which sought to understand whether school boards are empowered to function or perform their devolved duties effectively. The findings are presented from data gathered through interview, observations and supporting documentations. This chapter will concentrate on the first two variables as shown on the analytical model on section 2.10.3 which are **school board selection procedure** and **access to information**. Therefore, the chapter answers the following 2 research questions;

1. How does the procedure of selecting board members affect their level of empowerment and effectiveness in performing their responsibilities?

2. a) To what extent do school boards have an access to information related to their responsibilities?.

*   b) How do the board members communicate important information about the school to other education stakeholders, particularly, the community owning the school?*

The first section of the chapter gives the brief introduction of the two cases understudy; second section is about statutory definition and establishment of school boards in Tanzania as provided by education acts followed by presentation and discussion of two first variables of school board formation procedure and access to information.

5.1 Brief overview of the two cases

   School A

School A is the government school which was nationalized from the missionaries in the early years of independence. It is located in Moshi Rural District. Currently the school is having about 570 students in the second level of secondary education which is called the Advanced level secondary education (form five and form six). Also the school has about 53 teaching staff. It is a boarding school located in the rural compass. This school is the government school in the sense that it receives full grant from the government in terms of building and constructions, teaching material, teachers and administrators. Community participation in these schools falls under parent teacher association, school management through school boards, parent contribution of fees and ideas on how to improve school.

School B

School B is a community school which is located in Hai district council. It has the students ranging from 13 – 19 years of age who are attending lower secondary level referred as Ordinary secondary education (form one – form four). The school was established in 2007 where it was built out of villager's labor and contributions. In 2007 it started with 95 students but currently it is serving about 325 students per year.   School B was a result of decentralization initiatives in in 1990's. Community schools in Tanzania are grouped into public schools since they are also full funded by government for recurrent costs but the only way which these schools are differentiated from school A is that the costs for constructions are made by communities where the school is located. Not only that but also the school is a day school while school A is a boarding school**.**

5.1.1 Statutory definition and establishment of school boards

 School board is defined as a board or governing body established under education act no 25 of 1978 and its amendment act no. 10 of 1995 with the purpose of managing the development of post primary education in Tanzania in this case secondary education[5] and tertiary education[6] (URT, 1978; URT, 1995). School boards are established under section 38 of this act where a minister of education is the one with the mandate of establishing school boards although the findings show that Minister have decentralized this mandate to the regional, district as well as school level.

According to the subsidiary legislation to education act cap 353 school boards of a government school is composed of 13 members who are divided into 6 categories, 1 representative from original owner of the school, 1 representative of education officer, 1 head of school, 1 representative teacher appointed by fellow teachers, 7 appointed members originating from where school is located (selected by school head teacher and approved by regional education officer) and 2 coopted members who are appointed by permanent board members in their first meeting. School board is supervised by the chairperson who is elected by fellow board members and the secretary to the board is the head teacher. The above composition of school board was similar in the two cases under this study because they were both government schools.

---

[5] second level of education in Tanzania which is composed of four years of learning
[6] this is the third level of education or post-secondary education

5.2 Procedure for selecting the members of the school board

The study examined the procedure involved in selecting members into the school boards with the aim of finding out to what extent the procedure empowers and influence the performance of school board responsibilities. Findings from the interviews and observations show that the provisions on national education act of 1978 section 38 and its amendment act of 1995 which establishes school board are used as the basic guidance in getting board members but more information about the procedural requirement are provided by the local education officers from regional and district office**s.** According to E1 from Moshi Rural District the procedure is implemented through decentralized practice where by local education officers and the schools the one responsible are the whole procedure. This is what he said during the interview

> *Schools choose their own boards because the nomination of the names originates from them through the head teacher. Then the names are taken to WDC (ward development council). This is at the ward level where ward councilors together with village leaders have to investigate the names because they must know these people and either approve or disapprove the names , and thereafter the names are taken to us (* district education officers*) for us to check and to find out how much these people will became potential for the school, we give advices to the schools accordingly , then we allow it to go to the district commissioner[7] for approval , before approval he may give recommendation about people example he might say that you have this potential person in your area , did you know him? Why not include him in your list because he is potential? If not he then approves the names and then take them to the Regional Commissioner[8] who writes letters for appointment. So that is the chain.*

The same procedural chain was reviled when interviewing head of schools and some of board members from both schools.

---

[7] Head of district authority in Tanzania appointed by president
[8] Head of region authority in Tanzania appointed by president

```
                    ┌──────────────────────────────┐
                    │ To the RC for appointment    │
                    └──────────────────────────────┘
                                 ⬆
                    ┌──────────────────────────────┐
                    │ To DC for approval           │
                    └──────────────────────────────┘
                                 ⬆
                    ┌──────────────────────────────┐
                    │ Names discussed by DEO       │
                    └──────────────────────────────┘
                                 ⬆
                    ┌──────────────────────────────┐
                    │ Names discussed by WDC       │
                    └──────────────────────────────┘
                                 ⬆
                    ┌──────────────────────────────┐
                    │ Head of Schools propose names│
                    └──────────────────────────────┘
```
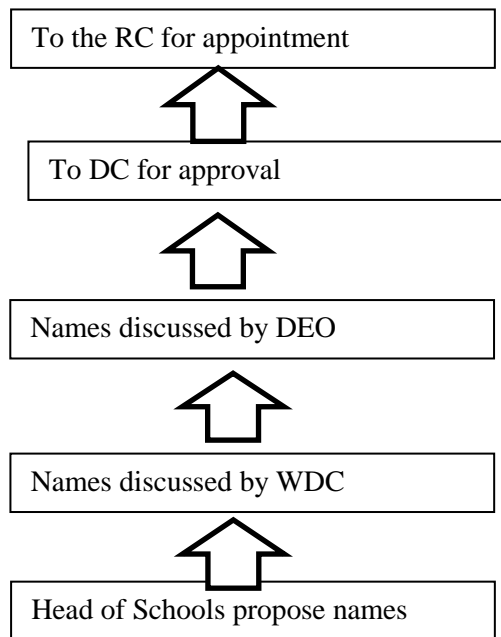
Figure 5 : Procedural chain for appointing board members
Source: developed from field data, June-August 2014

The procedural chain above reveals some signs of empowerment of the grassroots level because the school boards are originating from the community where the school is located. On other hand the same procedural chain for getting board members shows that school boards are appointed by bureaucrats rather than being elected democratically so this may raise the issue when it comes to the empowerment as suggested by Manor (2004) that not all the time appointed committee may fail but there is a tendency for bureaucracy to influence decision made. This is contrary to what Masue (2010) who has founded in his study of school committees in Tanzania where committee members were elected by the community members where bureaucrats were involved to facilitate the process of election. The same was reported in School committees in Ghana by Adam (2005) that the school committees were elected democratically.

The findings of this study also indicate that communities are left behind in determining who should represent them in the development activities. This is contrary to what Benequista et al (2010) argued that people should be given chance to design, determine and define the terms of participation. The appointment of the school board members is made and influenced by bureaucrats (LGA officials and Head teachers) this in a way may have affected the performance of school board as they became bound by bureaucratic power. This was marked in the interview with board member B4A who said

Usually we cannot decide anything contrary to school decision or teachers. It has never happened. We are required to advise them so we are doing that in a maturity way in such a way that we will not be contrary to them.

The above citation indicates that bureaucracy has more power on the school since they are initiators of the decision and the board members are there to only advice and that their advice mostly base on supporting what is already said. Not only that by the high influence possessed by these bureaucrats especially head of schools who recommend names for appointment is easily affected by personal bias which is a potential challenge toward board effective performance especially when he/she end up getting the wrong people. Example B1A from school A said

It is not simple to appoint, because u might see that you have selected right people but is not always the case.

Similar argument was raised in school B by B1B (see appendix 4)

The above findings have proved the assumptions posed by Bauch & Goldring (1998) in their article about *parent- teacher association* where they suggested that where local citizen are invited (appointed) to serve in school councils and not elected they tend to serve at the pleasure of school administrators and not the entire community they represent (p.21)

5.3 Inclusion

Inclusion was also regarded as the important factor during selection of board members. During the study the examination was done to find out to what extent school boards from two selected cases includes various groups from the society. According to (Alsop, 2006) most of the times the traditionally excluded groups like women and children are forgotten when it comes to development issues. The main assumption in this theme was that the higher the inclusion of various groups from the community the increased level of effectiveness of school board in accomplishing its responsibilities. Also the higher the inclusions the higher the empowerment level for the groups represented. The representativeness was examined in terms of gender balance and age groups basing on adults and children, geographical representativeness as well as religious representativeness.

5.3 1 Gender and Age group Inclusion

Starting with the **gender representativeness** findings from the two cases (school A and school B) revealed that both males and females were represented although women were underrepresented. This concurred with the study of Bray(2001) in Papua New Guinea where he found out that Among 541 school giving data 65.4 indicated that they had no female board member and 21.6 indicated that they had only one women representative (p 24). The reasons for imbalance in this study differs from school A and school B where by in school A the reason for imbalance was attributed to the fact that the aim was not to achieve gender balance but to get the required people who can help in accomplishing the responsibilities. The following quotation from B1A is evidence to this notion

> *Proportion depends but we do not bother about equalization of men and women we mostly depend on willing people and those who can offer something extra to our school. Although we make sure that we mix all genders*

The above quotation shows that school A was not considering the gender balance but rather the aim was to make sure that they get capable people to fulfil school board responsibilities. So this indicates that women in school A were less capable or less skilled than men. Another factor highlighted by the above quotation is willingness, it reveals that men were more willing to participate compared to women. The reasons for this may be that women do not have time to attend to the board meeting because of busy schedules of home caring but also it can be because of patriarchy thoughts which are still considering that women cannot be leader. The important notice is that the mixture of gender has been achieved though not in a balanced way.

 On other side participant from school B showed the awareness and importance in having the gender balance in the school board but he also gave the reasons why it was difficult to achieve it in school B. This was remarked from the following quotation (B1B)

> *It is always good to achieve gender balance in the board, I wish that I was in position to have that in my board..., but you don't get them, You know many women in our area are not educated, even the few we have are busy working so they tell you that they will not get time to come when you need them. So to get equal number of men and women is a challenge.*

The above quotation shows that the gender imbalance for school B was attributed to few numbers of educated women to participate in the school board. Not only that but also the economic challenges which make women to be busy working may be a reason for their poor participation. The important question to rise is to weather gender imbalance has affected performance in the two cases? From both cases the interview response given by the head of schools revealed that gender balance is always a good thing as it gives chance for all gender to give ideas especially to the women as there has been an existence of patriarchy in Tanzania for a long time. However it was difficult to establish how gender imbalance contributes to high or low performance. What was noted is that a skill possessed by an individual was an important factor despite his or her gender. But the gender factor appeared when we consider community empowerment that women are disempowered when it comes to school management because they are less represented. More research is needed to find out which gender is more educated or with more skills from the board members and how does it affect performance. The gender representation from both cases has been presented in Table 6 below

Table 4: Gender representation from both cases

Name of the case	Men	Women	Total
School A	9	4	13
School B	8	5	13

Source: developed from field data June – August 2014

The above table is as per last meeting before leaving the filed because the number of men and women changes according to a representative sent to represent education officers. But regardless of that changes number of men exceeds women.

5.3.2 Age group inclusion

As regarding age representation, the findings from both cases indicate that only adults were included in the school board while children or students in this case were left behind. This was noted by Aslop (2006) who indicated that in most cases the disadvantaged groups are left behind when it comes to decision making issues. The reason learned from both cases was that student are not directly represented in the school board but their ideas and challenges were provided through other student forums and through those forums it get to reach to the school board. Example B2A who is the respondent from school A identified that students have their

ideas heard through their student forum called school *baraza*[9] and then teachers do collect those ideas and present them to the board (See appendix 5). Other respondents from school B had a similar idea, example B3B said that student are not members to board but they present their ideas through suggestion boxes*, and through representative teachers (see appendix 5)*

Most of the student participants from both cases showed their desire to be participated in school board so that they can have influence in the decision made. They feel that most of the decisions made by school boards are affecting their lives at the school but they have less influence in such decision. Among the 6 student participants who were asked whether they realize any importance to be participated in school board. 4 (3 from school A, 1 from school B) of them showed their desire to be consulted in making school decision as quoted below from them

(S2-A) is student respondent from school A

> *I think is necessary for us to be represented in school board, we agree that people in school board are our elders and they can make good decisions which are good for both of us but when they include us they get our views . Sometimes they might have general views about our issues but we can go deeper on these issues if we are included. For example, they will know our preferences and how certain issues are happening. So when students are participated, it makes it more meaningful.*

(S1-B) who is the student respondent from school B had the following to say

> *I feel that we have something to say about how things are going on in our school.*

Although many participants who were asked concerning student participation said that students were not direct represented, it was surprisingly to learn from one participant from school B that student from his school are represented in school boards and that they are allowed to participate in the board meetings and in case students are absent in the meeting they consider that the meeting quorum was not met and for that case they may postpone the meeting. This quotation is evidence;

In our board meetings we also invite students, a boy and a girl, they are allowed to come in with their agendas, so we mix their agendas with ours and then we discuss in a transparency

---

[9] student meetings where they air out their views about school life

way until we reach agreement. In case the students are absent then we consider our meeting quorum was not met. So this may lead to postponement or teachers can represent them (B4B)

The quotation above shows that students are also directly represented in school board of school B. This gives contrary impression with what was learned from other participants including the student themselves. So what does this imply? The research participant who provided the answer was having position on the school board so he probably wanted to create the good image that the school board was adhering to good principles of participation. But also this can imply that the participants had different experience and maybe there were some instances in their meeting they had to call in students for some reason. Also, that might have happened because student participants in the study did not have an opportunity to represent their fellow students. The table below is the summary on gender and age group inclusion fom both cases.

Table 5: Summary on gender and age group representation from school A and B

Independent variable	School A	Dependent variable Effects on the performance	School B	Effects in performance
Inclusion	-there is both gender representation on the board -Number of men exceeds number of women(9 men, 4 women) - because the aim was not to achieve a gender balance but to get people with required skills	There was no significant effect on the performance as a result of gender imbalance	-Both men and women are represented -No gender balance (8 men and 5 women)	There was no significant effect on the performance as a result of gender imbalance due to less concentration on which gender was more educated in this study.
Age group	Student were not included	Students are not directly participated so this affects school board performance since they fail to get student opinion on issues at the school	Children were not included	Not participated in decision making of school so this affects board decisions

Source: developed from field data June- August 2014

5.3.3 Geographical representation

The study also examined the geographical representativeness to find out to what extent SB are representative to the communities which are surrounding the schools. This was due to the fact that through decentralization reforms communities share the ownership of the schools which are located on their areas. The findings from both cases showed that the procedural guideline for appointing board members states that that people to be appointed should be from the same community [10] where the school is located so that they became representative to such community. This is remarked in the following interview with E2

Through decentralization reforms we tend to recognize schools as owned by the surrounding community. We always recommend head of schools that the board should originate from where their schools are located so that they should know each other and what they want to do to improve their schools.

The above quotation show the indication that the guidelines for getting SB members consider community representation. However, this guideline was partially implemented in school A (government school), the reason behind was due the fact that the government school enrolls students from all over the country so it should be allowed to appoint its members beyond the locality (district where school is located) as long as those people are able to attend the meetings. This was remarked by B1A who was also the head of the school A (see appendix 6) who insisted that when they are bound to get people from the same district it becomes difficult to get qualified people. On other hand school B met this guideline for community representation whereby all the appointed members were from the district where the school is located. The head of school acknowledged that school B was founded and built from a result of decentralization. So community had played great role in building this school, hence this contributes into regarding them as the owners of the school.

However, it was noted that the guideline of community representativeness has in one way affected the performance of school B compared to school A. It was noted that school A did emphasis much on community representativeness and this made them to get more potential people who improve the school as compared to school B. School B met the community representativeness but its performance was lower compared to school A because the representativeness factor constrained them from getting more potential people. So this can

---

[10] Community here means within the same district or ward the school is located.

come to the conclusion that it is always important to represent the community where the school is located but this may have positive or negative effects on the performance depending on socio- economic and education attainment of people in those areas. Also this is an indication that the community representativeness may empower community but not necessarily empowering school boards because if people are originating from the community surrounding school then community feels participated. But on other hand if these representatives (board members) are not educated, skillful or experienced they cannot perform their devolved duties. The following table is an illustration for geographical representation in the two cases

Table 6: Geographical /community representativeness and its effects on school board performance

	School A	**Effects on performance**	School B	Effect on the performance
Community representativeness	there was partial representation of the community surrounding the school because this school is regarded as government more than community school	more good performance compared to B because it was having the wider choice for skilled people beyond the school locality	Community which surrounds the school was well represented since all SB members were from the villages where the school is located	Community representation has affected o the performance of school B since they could not get well educated as surrounding community suffers from shortage of educated people and poor economic conditions.

Source: constructed from analyzed data

5.3.4 Religious representativeness

Religion representativeness has also become the issue of interest when it comes to community representativeness especially in many developing countries where religious differences results in conflicts. This has affected the issue of performance because the religion which is not represented tends to feel that they are bulled or sometimes they tend not to support the decisions which are made by dominating religion. Therefore, the study also examined school boards of both cases to see weather religion is a big issue of representation and how it affects the performance. E1 pointed out that although public schools are not religious based, religion representation is also considered during appointing board members. This is because there

some matters which tend to touch the religious faith of the students. . This what E1 said during interview?

We are also concerned with religion representation, this district is having both Christians and Muslims so we recommend head teachers to make sure that when they are appointing the members to consider this factor (religion factor) *and am glad that they put that in mind"*.

The similar argument was also presented by B1A from school A and B1B from school B (see appendix 7)

The above explanation and quotations show that religious representation is taken into consideration during the appointment of board members in both cases. From both cases religion factor has contributed positively toward the performance of the school boards due to the factor mentioned by participants themselves that when decision is made by the members from both religions it tends to be more legitimate to students, parents and even the teachers, so this in one way improves the accomplishment of board duties. On other hand it was discovered that religion interferences can have negative effects on the performance of school boards also. Example is taken again from interview with E1 who said.

We also have negative effect of this religion. Although it did not happen in Moshi (the district where he is working now) *I was working somewhere else where I saw it* (religion interference) *as a challenge. One time there were a school where they* (school board members) *were discussing on introducing the piggery project and the Muslims said no we don't want this at our school, it is against our faith. Others were saying this should be started because is for school earning, we want to teach the students how to keep pigs so that they can manage themselves when they are out of school*.

The above quotation indicates that religion representation is important for decisions to be legitimate to all school stakeholders but once religion interests intervene may affect the performance of school boards in a negative way.

5.3.5 Conclusions about inclusion and representativeness variable
 The above findings and discussion show that the composition of the two school boards from school A and school B have taken into consideration with mixing gender although number of men exceeded number of women. This is an indication that women are still left behind when it comes to the issues of education development due to shortage of skills, something which

affects their confidence to participate in development issues. However, the representation of both genders improves the school board performance because ideas about developing the schools come from both sides.

When it comes to the issue of Age group representation both schools did not have student or children inclusion in the board. This concurs with the study findings of Masue (2010) who studied on the empowerment of school committees where he found that students were not represented in school committees. The findings indicate the signs of un- empowerment on the side of students as they are considered to comply on the decisions made by others. This makes them to be recipients rather than the active participant to the decisions that affect their lives. This can have some effects to the school board performance in terms of accomplishing their responsibilities because they might fail to accomplish some of the duties like budgeting and monitoring students' discipline or doing it inadequately because of lacking student ideas. Example is the issue of poor academic performance; students can be the one to tell exactly where they face problems than anyone else.

On other hand the community representativeness was achieved in school B than in school A. However, the significant difference on the performance was noted between the two schools whereby school A had a good performance which might have been contributed by wider choice for the potential board members while school B had narrow choice something which constrained them from getting more skillful and more potential board members.

Regarding religious representation it was found that both schools take into consideration religious representation when they appoint board members. This was to safeguard the decisions which are made by the board members. So in this way, it positively affects the performance of school board. Although it was not easy to realize if there was a negative effect on religious representation from studied cases, there was general lesson that religion representation can be a barrier in accomplishing some of the SB activities especially when religion interests contradict decisions made by board members.

5.4 Board access to information

Access to information was one among my independent variables which was used in determining whether school boards from two selected cases are empowered to accomplish their responsibilities effectively. School board empowerment and effective performance depend on how much information they can access as well as disseminate to important

stakeholders they are working with. The major assumption was that the higher the access of information by school board, the higher will their performance be . Also According to Narayan (2002), information that empowers citizens is based on two-way process to ensure high level of accountability.   .

From the examination of two cases, it was discovered from interview data and documentary review that school boards are able to access information such as school performances, policies and regulation from different sources. The sources identified during the study are school community (teachers, students, parents), district education office, ward office (ward education coordinators) village councils and also from NGO's. School board shares information with these sources through direct and indirect channels. Example of direct channels noted in the interviews and documentation are meetings, whereby school board meets with the stakeholders to discuss several issues. On other hand the indirect channels noted are like through media, letters and through the third parties. It was also found out that school boards receive and disseminate information to the rest of the community by using channels such as parent meetings, letters and village meetings.

 One of the important things noted during the study was the information channels as well as the sources which were almost uniform in the two cases. Also in most cases information was provided basing on the top- down approach. The same issue of top-down information sharing between higher educational authorities at the national, regional level and school council was reported in South Africa by Naidoo (2005). The figure below indicate the information sharing between school board and other education stakeholders
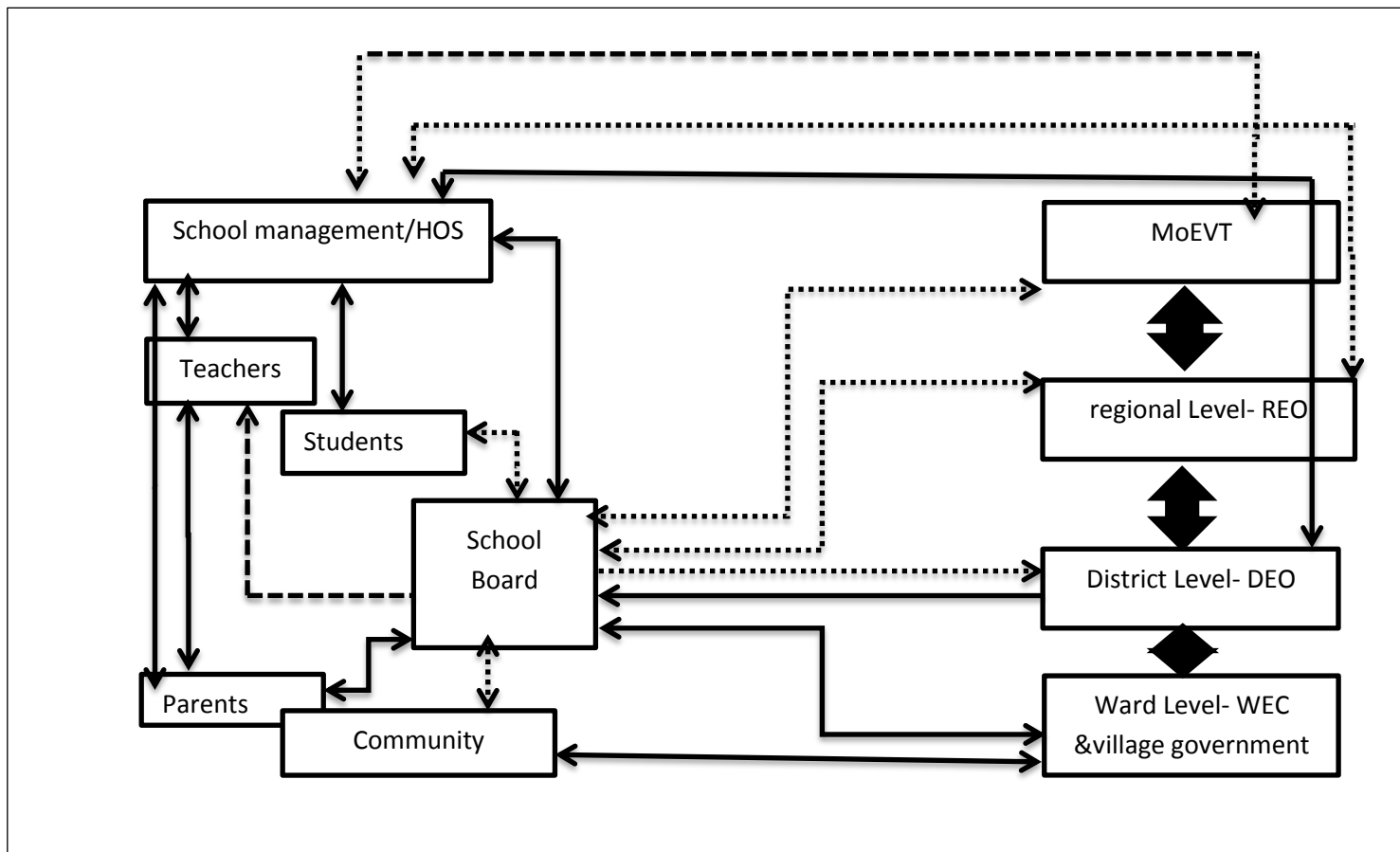
Figure 6 : information flow between school boards and other education stakeholders
Source: researcher conceptualization from field data and SDEP document.

Key: ◀━━▶ direct relationship   ◀┅┅▶   indirect relationship

5.4.1 School board and students information sharing

Findings from the study show that school boards from both cases have ability to get and disseminate information to students although such communication was done in indirect ways. B3A who is the respondent from school A responded that the information from students is collected from their discussion forums and presented to board through a representative teacher then those information from school board is presented to the student by either head of school or representative teacher (appendix 8 is evident to this finding). Either the respondents from school B showed similar augments, example B5B said that

We don't meet with students, we usually call meetings with their parents we discuss things. Students get information from their parents

These responses are indicating that school board communication with student is poor because is done only depending on indirect communication. This was also confirmed by student's responses from both cases. Example all six student respondents from school A and school B (three from each case) claimed to have not seen board members, so this proves that there is no face to face meeting between school board and the students. Example S1A from school A said

I have heard about board but I haven't seen it. We always here ramous that today there is board meeting but we get no chance of seen them, sometimes we see new faces coming in the school but we are not sure if they are school board or not

The above discussion indicates that school board information exchange is poor because is mostly done through indirect channels. So this may suggest that school board is failing to communicate with the students, something which may affect their level of performance especially when making decision on issues concerning students such as how to improve school academic performance. Students as the most important stakeholders at the school level may have a lot of contribution towards achievement of school board effective performance. Example students may have ideas on how to solve different problems that are happening at the school such as student disciplinary cases etc.

5.4.2 School board and teachers information sharing

Findings from both cases (school A and B) indicate that information sharing between teachers and school board is stable because they use both direct and indirect way of communication For example, while interviewing the Education officers from both cases (E1, E2) showed school boards are required to meet with the teachers minimum of two times per year so as to discuss several issues such as academic performance, school maintenance and even about students and teachers' discipline. Despite the fact that education officials were positive about board sharing information with teachers, surprisingly, it was realized that teachers themselves had no direct relationship with the school board especially having a meeting together . Interview from T1A from school A and T3B below witnesses

For sure the issue of board meeting with teachers is not usual thing especially when it comes to administrative issues or management it is very rare. We meet with them when we have school parties or celebration to eat and enjoy but to include us in their

administrative structure is not common. Maybe now when we push our demands as teachers so they feel that there is a need to know us and talk with us but not in the issues of saying may be we meet today with teachers and discuss may be academic issues, school projects or sports it is something we are not used to. (T1A)

Similar arguments were also raised by T3B from school B

we get to hear from school board through head teacher, he sometimes tell us what they have discussed in their meetings but there is no proper meeting set for us and the board to meet.

Although the above quotation indicates that school board is not meeting direct with teachers, it has been found that teachers get to hear from school board through indirect channels such as through head of school or representative teacher. However, it was also learned that representative teachers are the one who were supposed to collect teachers views and present them to the board but they are not doing it because they are not are empowered enough to do so and sometimes the board meeting tend to be very fast and very confidential in such a way that representative teachers do not get enough time to collect the views. This quotation from T2B from school B is evidence to this;

"There is nothing like representative, teacher sitting with us before meeting and collects our views. Basically that is how it was supposed to be but it is not done in that way. May be because they are not empowered enough and also sometimes they want board issues to be confidential. Their sessions are often a surprise, so we don't have time to prepare or for representative to collet views".

The above descriptions and quotation suggest that school board have access of information from teachers mostly through indirect channels. So this might indicate information shortage concerning what teachers do, or would like to do so as to improve the school. Teachers are important stakeholders at the school community who act direct to implement education policies such as SDEP. Under SDEP school board are assigned with responsibilities of checking teacher's performance so indirect communication between the two may be hindrance toward execution of board works. Direct communication or siting in the same discussion forum may facilitate the planning activities as well as problem solving on matters concerning school development

5.4.3 School board and the community (parents)

Parents and community are important stakeholders when it comes to education issue. School board is a representative of community in making school decision, so this make school board to be accountable to the community through collecting the ideas of the community and giving feedback on the decision made. The assessment was done to find out to what extent school board has an opportunity to access information from parents and community at large. During the interview I noted that school boards form both cases were able to access information from community. The parent respondent from school B said that:

> *We had a meeting last year and I was able to attend. We discussed different issues like why our student performance is low, school fees and construction of new classes. We also get information progress for the school. I think this is a good way. But not all parent come our school is having many students but if you compare with the number of parents who attend to school meetings the number is small. (P3B)*

Respondent B1A from school A was asked how the school board shared the information with the community and she had the following to say;

> *We are calling parent meetings almost once a year or when we feel the need. Not all are able to attend because as I have said before that our school is taking students all over the country by if we get few parents to represent others we feel happy. Some of the decisions you cannot make alone with your board members so we need parents to give their advice and ideas because we believe that they are the one who make school to be there, they real empower us because there are some of decisions which may be burned by government but when we tell parents they add power to us, they make such decision to be supported by government.*

The two quotes from both cases indicate that school board is taking initiatives to communicate to parents, the valuable information such as student performance and development of school this in one way prove the development in terms of how community is now participating in education. There is also indication that when community is well participated in education issues they can influence the policy made by the government in a positive way so as to bring development their schools. The quotation given above by BIA is example to this. Parent / community cooperation to the school board has also improved the teaching situation in school B. For instance, one of the respondents identified that there was a

time when the school was facing high shortage of teachers, there were only three teachers, so they planned a parents' meeting to discuss how to deal with the situation since government could not correct the situation. After the meeting discussion, they come up with the decision that they will hire more teachers where every parent agreed to contribute on these teachers' salaries. So in that way they were able to get more teachers who helped the situation. This is an indication that sharing the information between board and rest of the community empowered school board as it enabled them to increase assets (teachers and finance) which contributed toward improving academic situation of that school.

Despite the fact that school board was able to access information from the community, there were also signs of inadequate sharing of information from both cases caused by poor attendance to the meetings. Example P3A a respondent from school A said that there are parents' meetings every year but not all parents show up in these meetings (*see appendix 9*). This was attributed to the fact that school A was not only doing well in terms of academic performance but also it was fully funded by the government. Therefore, this makes parents to forget that they have a role to play as the community members.

On other hand in school B the similar situation of poor attendance to the meeting was also noted. Example respondent B5B from this school noted that parents are not attending because they do not have enough awareness and understanding on how their participation is important in developing the school (*see appendix 9*). The responses given in this school indicated that many people still have the notion that schools are owned by the government and therefore they have nothing to contribute. Poor information between parents and school board has brought many challenges in the performance of some school responsibilities. Example some of the school plans are affected such as school budget is affected because parents are not in the meeting to discuss financial shortages faced by their schools. Not only that but it was learned that some students are failing to adhere to the school disciplinary rules because parent are not cooperating with school board members to make sure that their children are following the school rules.

 The above discussion suggest that school boards from both cases are utilizing the opportunity to access information from the community something which contributed positively in accomplishing their responsibilities. Despite that fact information inadequacy was noted in both cases due to poor attendance to the meetings by parents/ communities also due to lack of

cooperation from the community/parents to the school board members. This has acted like a hindrance toward achieving some board plans such as budgeting and improving student disciplinary as well as academic performance.

5.4.4 School board and LGA information sharing

Local government in Tanzania includes regions, districts, and wards and villages. All of these local government levels contribute in the implementation of education policies, so they do not only share information among themselves but also with the school boards. From this study it was learned that regional education office as well as district education office in the two cases studied   are both important bodies when it comes to implementation of education policies. They receive the devolved responsibilities from the Ministry of Education and implement them together with schools. They are translators of what policy means and they send various directives to the schools to guide them in implementing education policy. They are responsible for resource mobilization and allocation for schools in their areas. They also manage appointment of school boards which lead into good relationship between them and school boards. The school board receives direct as well as indirect information from LGA through education officers. Examples of the information received from LGA are directives, policies, regulations, school board responsibilities etc. This was remarked in the interview with board member B5A from school A

> *We receive directives from DEO, s and REO, s they also direct to us if we get problems in translating policies or sometimes our responsibilities. Example we might be discussing certain issues let say project for a school and we don't have information what kind of projects are allowed or not allowed at our school so we ask them for more information.*

The similar idea is also presented by respondent B1B from school B

> *As a result of D by D[11] we are now getting directives from district and regional councils through education officer especially from DEO .Before D by D we were waiting all information to come from the ministry because was the only authority managing our schools. So now D by D has given us opportunity to get information from Local governments officials. Now we also have ward executive coordinators they*

---

[11] decentralization by devolution

also give us direction on what we are supposed to do. So they give us directives and we implement them.

From both cases, it was found that school board sharing information with district and regional officials becomes easier because they are also members to the board, so they should attend board meetings and share different kinds of information from the district education office.

School board also shares information with ward government[12]. Ward government offices have ward education coordinators who are dealing with education matter in their respective wards. Under SDEP, ward government is concerned with school construction activities, so this makes them meet with school board during construction activities. The findings from the two cases have indicated differences in which school board access information from this part of local government. This was because school B indicated to have a strong relationship with ward government while school A was having weak relationship with ward government, the reason being the notion that the school A was not a community school. (Example see quotations appendix 10)

From the above explanations it is evident that school board enjoy the ability to access valuable information to and from LGA's and this helps them in accomplishing their duties effectively. Example is information about policies given by districts and regional offices which help to ease the process of making decision, not only that but also information about school constructions and fees payments from ward government facilitate their activity of developing the schools.

5.4.5 School board relation with NGO's

NGO's have been important body when it comes to education development. NGO's participation in education activities have got momentum in developing countries especially now when civil society is regarded as important variable in development of nations. Many NGO's have been established in developing countries with the aim of increasing access to education for different groups in the society. They have done that by sponsoring students through paying school fees, constructing schools. Others are more into awareness rising on the importance of education. So school boards also access information from different NGO's through direct and indirect channels. The interview with board members from the two cases

---

[12] Lowest government structure in Tanzania where in urban is composed of town and in rural is composed of several communities extracted from http://en.wikipedia.org/wiki/Subdivisions_of_Tanzania on 20th Oct,2014

reveals that NGO's have a great contribution of information to them. In school A, it was learned that there was no direct relationship between school board and NGO's but they were accessing indirect information from NGOs through listening to media presentations given by NGO's like *Haki Elimu*[13]. So this gives them discussion points during their meeting

On other hand school B portrayed strong relation where head of school B revealed that they have made an agreement with one NGO which help them in building the classes, laboratories and establishing club environments so as they can share information with them on how to develop the school and what areas need more attention, this has helped them to improve their performance. The above explanations show the indication that school boards from both cases have access to information from NGOs which help them to accomplish their responsibilities. Not only that but also this shows that the government is now empowering other actors to take part in the development of secondary education in Tanzania. This is also an indication of devolution of power to the citizens to act for the matters that affect their own development. The Table 7 below show summary on board access to information from different stakeholders

---

[13] Haki elemu is a civil society organization which deals education promotion through with discussing about education quality , equality, governance and active citizen engagement retrieved from http://hakielimu.org

Table 7: School board access to information: summary of Findings

	Source of information	School A Dependent variable(effects on performance)	School B Dependent variable(effects on performance)	Kind of information shared
Access to information	Students	-SB have access to information from students mostly through indirect ways	There was information access but with inadequacies also caused by lack of empowerment to students on school decisions	-Student performance -disciplinary issues - student welfare
	Teachers	There was information access but there was also information inadequacies caused by the lack of direct relationship between teachers and school board -raised the question of how school board is able to ask accountability on student performance	There was information access but there was also information inadequacies caused by lack of direct relationship between teachers and school board -indirect information makes schools board to be unaware of what teachers do, so this affect their performance on different activities like improving students' performance	Student performance improvement -Teachers performance -School development projects -Allocation of school budgets
	(LGA) regional and district offices	Access to information proved to be high due to proper channel of information and due to the fact that DEO and REO do attend the board meeting -receiving of important policy information, and board responsibilities enable school boards to perform their responsibilities.	Access to information proved to be high due to proper channel of information and due to the fact that DEO and REO are do attend the board meetings	Education policies regulations -Board responsibilities -report of disciplinary cases, planning, school projects - advices concerning teachers disciplinary cases
	LGA(ward councils)	There was less information relationship caused by the fact that the school is not a community based one and political interference	High access to information caused by the fact that the school is community school and ward council maintains the development of these schools.	-Construction issues -School fees payments- -Poor student sponsorship. - encouraging community participation in building school
	NGO	Access information through indirect ways such as TV shows	High access to information through direct and indirect ways.	Awareness, scholarship, ways to improve school by fundraising.

Source: Constructed by researcher from data collected in June – August 2014.

5.4.6 Conclusion

From the above findings, it can be concluded that despite the fact that there was information inadequacy; the decentralized information system has allowed school boards to access the valuable information which helped in the development of schools.

On other hand, the decentralization information system was mostly based on the top –down approached rather than both. The two cases flow of information indicated that there were no proper channels that are put in place for school boards to communicate their feedback to the higher education authorities as well as to other school community members like teachers and students. As a result it becomes difficult for SB to accomplish some of its duties example to hold teachers accountable. Therefore, the information flow should consider the two way communication so as the information can empower and enable the accomplishment of SB responsibilities effectively.

5.5 Role understanding

Role understanding is also the second part of access to information variable which seeks to find out to what extent school boards are informed on their responsibilities. There are many responsibilities which are ought to be accomplished by the school board at the school level. These responsibilities are imparted to them from the education ministry and are made available to them by local education authorities who are district education officers as well as regional education officers. During the field study the researcher conducted investigation to find out to what extent school boards were well informed in their responsibilities. The aim was to know to what extent school board members have information and understanding toward their roles. Researcher used the prior list of responsibilities which was obtained from SEDP[14] document and from this, the investigation was done to see how much SB members either practice or understand these responsibilities.

The findings from the interviews in both cases show that school boards are given orientation in their first meeting so as to impart them with the knowledge of what they are ought to do. From both schools understudy, DEO's were concerned with this first meeting where they provided explanations to board members of what they are supposed to do. During this meeting SB members got to know how much power they have over the school. This was remarked on the interview with E2A

---

[14] Refer the responsibilities of school board in page 57

Immediate after the appointment head master/mistress calls for the first meeting, during this meeting they have to choose their chairperson and some committees. Then we address the procedure of giving them their roles and their powers that you don't go beyond this, so from the first time they can know their responsibilities

The similar idea was also learned from school B *(see appendix 11)*

Another evidence which proved that school board have information of their responsibilities was noted from some board members respondents who identified that in their first meeting they are given the copy of their job description so that they can use it as the point of reference. (*See job description on appendix 13*)

The above evidence indicates that there is a proper mechanism which is put in place for the school board members to understand their responsibilities. Although the evidence above indicates that board members are informed of their responsibilities, the researcher went further to investigate the understanding and participation in actual roles as given in their job description form. This was done during the interview with the individual board members by asking how they were actually participating in those responsibilities. The process was facilitated by the fact that the researcher had pre information on school board responsibilities as obtained from SDEP document and also job description document which were obtained earlier from head of schools as they were first to be interviewed.

Findings suggest that members from both cases were having more information and participate in disciplinary cases of students and in construction activities than on other roles mentioned on the this job description . It was learned that most of the members had shortage of information and lack of participation in some roles such as those concerned with teachers discipline and policy advice issues, planning and budgeting matters. These findings concur with the study finding on Bray (2002) in New Papua Guinea school boards where he found out that school boards in this area were more conversant with construction and maintenance than other duties mention of the policy (p.24). The information shortage shown by board members in my study might have negative implications when accomplishing their responsibilities. This is goes in line with Manor's (2004) study which indicated that lack of information about the responsibilities make user committees to be less empowered.

Difference was noted between two cases where by board members from school B were mostly participated in construction issues rather than those from school A. School B is a new school and it was established in 2007 and is still in construction, so this gave much chance to the board members of this school to be more involved. Board members in school B were involved in mobilizing the community to participate in construction activities through fund raising and labor, so this may explain their higher involvement. On other hand school A is an old school which was built during the colonial time, so its buildings existed from a long time. Therefore, this might be one of the factors which made board members not to participate more in building and construction activities.

CHAPTER SIX: DISSCUSIONS AND FINDINGS ON TWO LAST VARIABLES

6.0 Introductions

The main aim of this chapter is to present and discuss the findings of the study basing on two last variables of *access to resources* and *school boards autonomy* as provided on the analytical framework in section 2.10.3. Generally, the chapter answers the following two research questions.

1. How far do the school boards have an access to financial and human resources to enable them to perform their duties effectively?

2. To what extent do school boards have autonomy to effectively perform their duties?

6.1 Access to resources

Access to resources in this study is divided into two parts where we have financial and human resources which were examined in relation to education, skills and SB trainings. Both of them are necessary when it comes to SB performance of its duties. Resources were examined to see weather SB is having control over financial resources at the school level and if SB members have necessary qualification and capacities to manage school decisions.

6.1.1 Financial resources

Access here is defined as the extent to which school board have enough funds for executing their responsibilities and then the ability they have in participating and determining financial decision of schools. Schools are accessing finances from different sources such as government grants, school projects and from the community/parents contributions.

Government revenue

Findings from both cases show that government is providing finances through Ministry of Finance and Economic Affairs (MOFEA). MOFEA is doing this through its main treasury which transfers money to the sub treasury located on the regional offices and thereafter the money is transferred to the school accounts. In most cases the money transferred is attached with the directives on how to use it. Example money sent can be directed to construction or maintenance purposes etc. It was noticed from the two studied cases that although government is providing funds to these schools, the fund given is not enough for the

development of schools. So this has affected the performance of school boards. This was captured from this interview with B1A from school A

Nowadays we don't get enough funds as it was before so it became difficult to run the school

The similar idea was captured from B4B from school B

Sometimes we feel powerless because we don't have enough fund to do things, even if we give our recommendations on how to improve school it becomes useless , every time we say this government says that no money .. So u can imagine

One of the reasons of lacking enough funds in the two cases can be explained by decrease in budget allocated to education sector in recent years. The review of government budget of 2011\2012 by *hakielimu* (a civil society organization dealing with educational matters) shows that there is declining in government budget on the education sector where by in the financial year 2008\09 the budget was 344 billion shillings which is about 198, 832 thousand dollars, where in 2011\12 the budget was 238 billion which is about 137,564 thousand dollars (Hakielimu, 2013). So this shows the decline in education budget by 61,288 thousand dollars. It should also be noted that in the same years where education budget was declining there was also expansion of secondary schools due to implementation of a strategy of having at least one secondary school in each ward.

The above quotations and discussions show that the problem of lack of enough funds may be as a result of low budget allocated to education sector and for this matter it affects performance of the school board activities which results in low performance. School board members from both cases had identified this as their major challenge which hinders the accomplishment of some school plans like construction of teachers house, classrooms etc..

Revenue from school projects

Under fiscal decentralization principles the government has also given a mandate to the schools to raise their own revenues which will be used at the school level. Here school boards are expected to provide ideas on which project to be established by their respective school so as to raise its revenue. During the field work, most of these development projects such as beans and maize plantations, milk cows, and chicken rearing were observed. .It was learned

that school A had much revenue raising projects than school B. For example, it was observed that there were bigger plantations of maize and beans plantations in school A than that of in school B. This might have been contributed by the fact that school A is older than school B, so this provided them with ability to grow in terms of revenue rising activities. School A is in the category of those schools which were nationalized form missionaries after independence, so one among the explanation of having bigger projects was due to the fact that this school passed the time of education for self-reliance practices which insisted secondary schools to have their own farms and other projects like piggery projects. So because of the lowest population in that time the school was able to acquire large piece of land for farming. Also the fact that the school existed for long time made it to be in the position to stabilize its projects.

On other had school B is still a new school and therefore is still in the preliminary growth. The school is also facing huge financial problem to even build enough classrooms, toilets pits, etc. So the small amount of money they gain is only used in these activities hence low concentration on the projects. Land scarcity is also another explanation for this because it was learned during the interviews that the land which is currently owned by the school is enough for building school infrastructure only. So land for establishing these revenue rising projects is also the challenge.

The above discussions and quotations show that it is true that schools have another source of accessing funds through establishing different projects such as plantation, animal husbandry etc. Although both cases have shown to participate in these projects, there was noted a difference whereby school A was having more stable and big projects compared to school B which was having only small plantation for maize and beans.

Community and Parents contributions

School board also access funds through community and parent contributions. These contributions include school fees and other contributions for covering school security, food, sports etc. Both school A and B receive school fees contribution from parents although the amount received was different. The annual fees for school A is 70,000/- TSHS which is approximately to 47USD- for every student per year while for school B is 20,000/- TSHS which is approximately to 15 USD . The amounts differ due to the fact that school A is boarding school and school B is a day school. The interview with respondents from both cases indicated that the amount paid as fees is minimal compared to what the fees is required to

cover. Although the amount paid is still small, there some parents who could not pay because of poverty and others had an ideology that government schools are for free because government is paying for everything. This was mostly revealed in school B.

School fees amounts are determined by central government through ministry of education, so there is no way schools can charge more than what is determined. This may indicate what is called the tokenistic kind of participation discussed by Arnstein (1969) since the schools are not participated in designing the fees structures instead they are consulted to implement what have been directed from central level. This has affected the running of school board activities since the fees structure provided does not match school needs.

On the side of other contributions such as that for covering security, school uniforms, food and sports activities are introduced in the schools but it was identified from both cases that government was burning these kinds of contributions. So this also affected the process of running the schools. Example of this information is captured from interview with B1-A

> *The amount of money we get is very low u see... student are paying school fees amounting to 70,000/- per each student so with money we are supposed to stay with student here for whole year, mind u that this is the boarding school. Yes they are paying for food but still is not enough to make sure that student sleep in a favorable environment and have all things required like cleaning stuffs and so on. At the end of the day u find that we don't have enough funds, board may feel that we need extra teachers but this fund is not enough at all.*

The similar idea was given by B3-B

> *Students here pay 20,000/- per year even with this some parents still they can't pay. This affects us in running the school. When we want to introduce some contributions we always face some obstacles*

Community contributions

The findings show that only school B receives funds from the community members where they contribute for building classes, toilets and teachers houses. It realized that that these contributions are collected through cooperation between school boards, ward and village councilors who mobilize the community to contribute. It was also learned that the amount

collected is not sufficient because of poverty prevailing among the community members. The following quotation from B7B is the evidence to that

We are also receiving money from community members, as you know this is a community school so community is supposed to contribute money for building classes. We thanks that ward and village leaders are that to help us mobilize people to contribute although we don't raise much money as expected. People here do not have money as when you compare to our fellow community schools located in urban places.

The following table provides the illustration of financial sources from both schools

Table 8: Financial sources from both cases

Source: field data June- August, 2014

School A	School B
-Access funds form Government although not enough due to decline of government budget.	-Access funds from government though not sufficient to meet board needs.
-Access funds from school projects like maize plantation, piggery projects. The school had more projects compared to school B, so more revenue that school B.	-Access funds from revenue rising projects though they were very few and unstable compared to school A ,so this could not earn much revenue needed for the development of the school.
-Access of funds from parent's contribution through school fees. These funds were also identified as not enough because fees paid was less compared to student's needs.	-Access funds from parent contribution though fees but not enough to meet the needs needed by students
	-Access funds from community contribution for construction purposes though not enough due to poverty situation from the community surrounding the school.

6.1.2 Conclusion

The above findings show that financial capital accessed by school board from both cases proved to be insufficient for school board to perform better in terms of accomplishing their responsibilities. The amount received from government was not enough, also the revenue rising projects were not stable to raise enough revenue needed by school especially in school B. Not only that but also the contribution from school fees was less compared to student

needs that are covered by the fees. Either the ways which are put in place for the community to raise funds for the development of schools are not promising due to poverty situations and lack of knowledge on how to do it. So this proves that the community is not yet ready to undertake the development of secondary education without the support from the government. However the above findings show that the government initiatives to participate local communities in school governance is just to cover its resource constraints than to grant the autonomy since schools are needed comply with many directives flowing from above.

6.2 Education and skills

Education qualification is also regarded as important resource which enables people to be empowered to make different decisions. This is because education imparts someone with necessary knowledge which helps him/her to make informative decisions. Education also helps someone to grasp opportunities that surround him/her and utilize them. In this case the examination was done to see to what extent SB members are educated to be on the position to accomplish their devolved responsibilities. Also the examination was done to find if there was a difference in education qualification between the two cases. Findings show that the requirement for the members to be appointed to join the school board is to have attained at least secondary level of education. It is believed that members with such knowledge level and above are able to contribute positive and potential ideas.

Table 9: Education profile of board members

Education level	primary education	Secondary certificate/diploma	University- degree /college level
School A	-	7	6
School B	5	3	3

Source: field data June- August, 2014

The table above indicates that school A board members were well educated that those of school B. This was contrary to the findings of the study from Papua New Guinea where most of the school board members were found to be illiterate as community members did not see the importance of them to be educated (Bray, 2001) Findings indicate that community members with high education in school A have a positive contribution towards accomplishing

their responsibilities. The interview with B1A who is the head teacher from school A is evidence to this point

> *When appointing we are told to mix so u can have people with higher education and usual people but they should have at least secondary education. All of my members have secondary education so I feel that they have enough education to participate effectively in what we are supposed to do as the school board.*

However, it was learned from the interviews in school B that there are some difficulties when it comes to appointing members with secondary education especially for community schools which are situated in more remote environment. So it becomes difficult to locate educated people who mostly migrate to urban places to look for jobs. Not only that but also there are some community members who play the great role in establishment of these schools, so they cannot be left behind when schools are appointing their board members. This was captured from these two interviews with E1 and B1B

> *yes this is the requirement that members should have secondary education but sometimes you don't get them example for community schools they are mostly located at the purely rural areas.. educated people there move to towns to look for jobs… so u don't get them so you look into people around you, sometimes you might get some people they are founder of the school or a village leader they come to you and say they are founder of the school you can't leave him …because he is very influential to you.*

B1B had the following to say

> *My board is having mixture of people, I have 5 people who do not meet the requirement of secondary education but the rest are meeting that. you know sometimes is difficult to get all people on the board to be well educated but am happy because even if they don't meet this I feel that they are cooperative, also many of them have good education so they give constructive ideas.*

6.2.1 Conclusion

The above presentation on the education qualification proves the essence that education is important tool in empowerment of communities. This is due to the fact that school A was having better performance than school B because school A board members were well

educated, hence being in a position of providing constructive developmental ideas compared to school B. There is also indication that communities in rural areas do not have sufficient knowledge to empower them to participate in the development activities.

6.3 Capacity building

This is defined as the way to increase people's skills through trainings so as to advance their knowledge. Examination was done during the field study to find out how board members capacities are improved. The interview with education officers form Hai and Moshi Rural Districts suggest that there are training programs which have been in place to build the management capacity among the school board members. There have been long term and short term capacity building where by the short term involves the orientation course which is given to the board members in their first meeting after appointment. The long term trainings were given to board members to equip them with management skills so that they can manage schools as required. However, the officer's acknowledged he long term trainings for the board members have been a challenge due to financial constraints. The interview with E1 show this

> *we have short term and long term capacity building first is after they are appointed head of school call in the meeting, here we discuss with them their roles, we show them their powers, that this is your area of exercising power that you don't go beyond this, so for the first time they know that am given this time and this powers so this help them to determine where they want to take the school. On the long term last year we had training with the chairpersons because we cannot take them all they are many and we don't have enough fund. So we believe that we train the chairperson this time other time we will take others.*

The interview with school board members revealed contrary responses from what was said by education officer whereby they indicated that that there was no proper training which is in place to build the capacities of board members example these quotes;

I have never heard anything like training the board members (B6-A), I *have never entered to capacity building program as a member to the board B4*-B, I *think is important to be trained but I have been a board member for 3 years but a have not been to any* (B3-A). *There is nothing like that may be is there but I haven't heard of it or seen it myself and I am a board*

member" (B1-B). None of the board members interviewed claimed to have participated in any training as a board member although they have shown that training is important for them to perform better. The same result was reported by (Askvik, 2003) who studied about trust of governing bodies in South Africa where he found that some of the members in these bodies were unable to perform effectively due to lack of enough skills in management issues such as reading the budget reports

The above discussion suggest that there is no proper mechanism which are put in place to train board members while there are number of education plans and programs that are implemented year by year. So this raises the doubt on how board members are able to perform effectively in absence of training programs. Trainings to the school board members is important as it makes them aware of different issues concerning school management not only that but it made them to be accountable on student performance as well as to the community.

6.4 Autonomy of school board

This was also one of my independent variables which was sought to understand to which extent the school board is excising freedom and power in making school decisions. The examination was done using two approaches where one was to ask how much autonomy school board has in making decisions; this was because decentralization through devolution has planned to devolve more autonomy to the grassroots level. So the intention was to know how much this is true when it comes to the school board. The second approach was through passing from one school board responsibility to another to find out how much school board had influence in those responsibilities.

Starting with the first approach, findings from the two study cases show that the notion of decentralization by devolution of authority to the grassroots did not give much autonomy to the school board. This is because the community was not given an opportunity to influence the decisions happening at the school. Lack of bottom up approach which allow community participation was characterizing the way schools are run. The following interview from T2A is evidence to that

> *You might see on the policy papers that we have devolved authority to school level but this is not true. Everything is done the same way like before decentralization. People are not given capacity to know and take this school as theirs. I think this decentralization is more of politics than reality*

Similar argument was raised by P3A

> *I think there is still confusion about these issues of decentralization. This means that if decentralization at the school is working we expect that a body like school board should have power to exert control to head of school but rather head of school is appointed by REO and the directives are coming from head offices. So the notion of devolving authority to the citizen is not there? We also believed that decentralization would have made teachers, head of school more accountable to the community rather than being accountable to the center so how do you say that you have devolved the responsibilities to the citizen*

The above quotations indicate that devolution of authority is in papers than in reality. This indicates that power is still concentrated on the central government. The same findings were suggested by Mollel and Tollenaar (2013) when they were accessing the level of decentralization between primary schools and health center in Tanzania. The study found out that the community does not have the full autonomy for participating in development activities because the power is still concentrated at the center.

On other hand it has been learned during the interview that although decentralization reforms have claimed to have given much authority to school boards, the act which has established school board is of a long time ago when de-concentration system was in practice. So this raises the question on where school boards derive more power. This was captured from the interview with B7A from school A

> *The issue is on the law which established school board is of a long time ago so school boards have not assumed new roles which give them more power.*

The issue about the law has also been raised by the individual board members from school B (example *see appendix 12*) who identified that the education act recognizes school board as advisory council something which affect their exercise of power at the school level. They have pointed out that they have autonomy in few things such as disciplinary cases for students but on other things they are more of advisors.

6.5 School boards autonomy in influencing decisions about their roles

The second approach of learning about school board autonomy was through studying the actual roles done by the school boards from the two selected cases.   The examination was

done to find out how much the school board has influence over the roles which have been devolved to them. According to SDEP I&II school board are taken to be the important governance body that makes decision at the school level. Using the roles of school board as specified on the SDEP paper the study came out with the following.

a) Budgeting

The two schools were examined to see how the process of budgeting was taking place. The aim was to recognize school boards ability in determining the allocation of financial resources at the school level. One of the responsibilities of school board is to approve the school budget and to manage the school financial capital. Findings from two cases show that school board influence school budget as an advisor rather than an active actor. This was revealed from the process of budget described by T3A

> *It starts from the departments and then taken to the SMT. SMT discuss the budget and decide basing on the amount of money available and then procurement is done. So school board receive information of what is done .yes the board have the chairperson but the head teacher is the main implementer so everything is taken to the board just for information and if they have anything to advice then they advise*

The same idea was supported by B2B

School board is involved but not so direct because the fund flowing from municipal or district councils is received by head teacher where he and SMT budget for the money and then he informs the school board on what have been done. Board is having more power on the financial resource when it comes on monitoring whether the money was used in the things budgeted for. Example board on construction issues board is not involved directly in buying materials but the construction and maintenance committee which is in the board will be involved in monitoring construction

From these quotes, it is evident that SB is having less influence on the school budget this is because they are informed of the pre- determined decisions of which Cornwall (2008) has associated with shallow participation mechanism which does not intend to empower local community to act in the matters that concern their lives. Although school boards were allowed to give ideas on how to improve budget, it was identified from the two cases that most of the time their ideas didn't have power since they come to advice after the budget is laid down.

Also from the interview with board members, teachers and also from documentary review, it was learned that head teachers are the one having influence over financial resources because they have the access to school account where SB is having no access to these financial duties. This is contrary to what Masue (2010) found when studying the empowerment of school committees in Tanzania where he indicated that school committees were empowered on the financial access as they participate in budgeting as well as in buying school materials. Also documentary review of parliamentary secession no 8 of 2007 [15] shows that school committee at primary level have more power on school finance compared to secondary school where head teachers are highly influencing financial resources compared to even the chairman of the board.

b) **Advising the District Secondary Education Officer in the matters that are concerning with management of secondary education.**

Examination was also done in this responsibility to know how much school boards have influence over this issue of advising DSEO. It was found from both cases that school boards have autonomy over this role as they always give ideas to the DSEO on how to improve the school management. This was learned from both Education officers who were also the members of the school boards. E1 from School A had the following to say

We actually depend very much on school board to give advices on how we can always improve the school management's issues. As I have said above that am an automatic member to the board, me with my fellows we raise issues to discuss during the meeting they give their ideas and we take and work on ideas given. To my experience this has been a big help. Of-course there is some limitation especially in the community schools where we don't have enough educated people so this became a challenge in giving out the ideas.

E2 had a similar idea that

We are open; we work in a democratic way so we allow them to give ideas on how to improve the management of our secondary schools. We have received a lot of constructive ideas especially on how to bring society or community more and more close to participate in school activities. So I can say they have this activity in their hand to give advices and they are doing that.

---

[15] https://parliament.go.tz/index.php/sessions/contribution/1372/2005-2010/9 extracted on 23rd September 2014

The above quotations indicate that school boards have opportunity autonomy in terms of freedom to give ideas and advices on how to improve the school management. However, it was found from the interviews with individual board members themselves that their views/opinions didn't not have any impact to the school programs because in most cases their suggestions were not taken into consideration .One board members from school A identified that, they give ideas but at the end of the day the ideas are not put in practice, in most cases funds to implement their ideas is mentioned as the limitation. The above findings concur with argument raised by (Arnstein 1969) that token participation does not allow the citizen to have sufficient autonomy in making decisions since they are only allowed to give ideas and advices but they cannot be sure if their decisions will be incorporated in the policy making.

On other hand, the head of school in school B identified that school board members have been in a good position to give ideas about construction issues rather than management issues, this reason was attributed to lack of enough understanding on the management issues as well as lack of information on the policy issues. This is similar to what was reported in the study of New Guinea school boards where it was found that among the functions mentioned in the law that guide the establishment of school boards the construction and maintenance of school buildings was well known and taken seriously by the board members than other activities (Bray, 2001).The management of secondary schools is derived from the framework of education policy, so for someone to advice on what to be done they need to have sufficient knowledge on what is going on.   Lack of understanding on policy issues may be caused by the fact that board members do not have sufficient time in gaining information concerning policies; the three to four board meetings in a year may not be enough for them to get enough information.

By considering the opportunity structure as discussed by Alsop et al. (2006) & Samman & Santos (2009), the informal institutions can affect level of individual or group empowerment as it may act as the constrain towards participation or exercising agency . The Tanzanian society is still pre –conceived by traditional cultures of not following up on the policy issues. Not only that but also the essence of power over as identified by Rowland (1999) and others is still conceived by the society including the board members that government is the one making policies and the society is just there to receive orders and not to challenge policies. Due to this fact, the society including board members has less interest hence less information about policy issues. Therefore, it can be said that lack of information, interest and lack of

confidence on the side of the board members have affected their influence in advising and challenging the education officials on issues concerning the school management.

c) Dealing with student discipline

This was also one among responsibilities which was done by school Board .The findings from two cases show that the discipline matters for students are dealt with the teachers and department concerned before going to the school board. That is when a student discipline case arises it is first taken to the class teacher where she or he tries to solve it. When the case is beyond the class teacher then it is passed to the discipline master who discusses it with the discipline committee to come with the solution. Sometimes the solutions are provided and students may either be given warning or a punishment or the matter may be taken to the school board when it is beyond the discipline committee to solve it. The findings from both cases indicate that school boards have much influence on the students discipline and in most cases their meetings are more concerned with the students' discipline. This was learned from interview quotations of B5A and B6B respectively

Student discipline is our main concerns, when we come for the meetings we discuss a lot about how to improve student disciplines and we also come up with certain school rules which help to regulate the behaviors of the student in our school

We are free to decide on student discipline. When a new discipline case arise and it beyond the school teachers to address we are in. we come to the meeting, we also call the student and the parent and all the witness if there is any. We give them the opportunity to express to us and we discuss and decide what should be done. Sometimes we are researching painful decisions but we have to because we want the discipline of our student to be high and uniform.

The above quotation shows indication that school boards from both cases have great influence on student discipline matters which are presented to them. Although the above discussion indicates positive influence of school board in this role, it was surprising to learn from some respondents in school A that school board influence in discipline is very minimal. The respondent explained that school board had less influence in student discipline because they mostly depend on the decisions which are reached by teachers .The following quotation show this

In fact before board meets for discipline case they find that teachers have already done all the necessary measurement, if the student is supposed to be suspended teachers do so, if the student needs to call in her parent teachers do so. In my opinion in most cases board listen to teacher's decisions about such matter because teachers are everything, they are in school every day they know what is going on. Board members are told about decision reached by teachers and they use their wisdom to say if the decision is correct or not (T3A).

The above quotation shows the indication that board decision upon students' discipline is in one way interfered by the teacher's choices because of their presence at the school every day. However the last sentence also convinces that board members may listen to teachers but not necessarily that they are forced to lie in their side of decisions, so for this matter boards influence over this responsibility is still high. Another factor which was also learned from both cases was that school boards are the only governing body at the school level with the mandate to dismiss a student on the disciplinary grounds. So this also shows that school boards to have high autonomy over students' discipline in their schools. From the two cases studied, the findings show that school boards have succeeded to come up with school by- laws which regulate students' behaviors. The laws are explained to students by discipline committees during student forums and normal assembly meeting. Also the laws are written on the school join instructions in order all parents can read and help their children in implementing them

d) Dealing with teachers discipline through advising the TSD (Teachers Service Department) and DSEO

School board is also concerned with teacher's discipline, so the examination was also done to find out to what extent school boards have influence on this role. It was learned that school board influence on the teachers discipline is none or very minimal.   Their little influence is caused by the fact that they can only advise on teachers disciplinary cases, and they can't deal direct with teachers' cases. School boards are not involved in any of teacher's issues something which makes them to have less authority over teachers' conduct. Teachers from both cases were hired through regional secretariat and their compensations are determined by central government and managed by district education office. This fact made teachers to be accountable to their employer who are in the district, regional and central level. This was determined by teacher respondent from school A

In fact problems which are happening at the school level they are direct channeled to the district or regional education offices including teachers discipline issues. School boards are there but they don't have much power to that extent so that teachers can be worried about them. School board is not part of my employer so why should I be worried? They can't give me punishment, they can suspend me or even firing me, they can't tell us anything. District determines our performance standards so head of school and education officers are only people at the school level who can confront a teacher in disciplinary issue dealing with our issues (T1A)

The same argument was raised in school B by T3A *(see appendix 14)*. The above quotation and discussions show that school boards autonomy in teachers discipline is still very low or none since the devolution of teachers' matters is still confined to the district and regional level. This is contrary to what is practiced in El Salvador where community associations are empowered to deal with teachers matters like hiring, firing and training, monitoring performance of teachers which increase the accountability of teachers to these association (Jimenez & Sawada, 1999) . The fact that school board does not have autonomy on teachers' issues may have negative effects in accomplishment of some duties, example the responsibility of making sure that teachers are adhering to professional code of conduct mentioned on school boards job description on *appendix 13* is very challenging because school boards have no authority over teachers.

Also under SDEP phase two school boards are instituted with the responsibility of demanding on regular basis the accountability on student performance. This role is also affected by the same fact that school boards have no authority on teachers, so the same question arises on how school boards would question teachers about student performance while they don't have authority over teachers. This indicates that the autonomy of school board in managing school is high in the written policies but when it comes to reality it is just symbolic participation which makes the community to feel that they have been given power.

e) Deliberating on the quarterly school performance reports
When it comes to demanding the quarterly school performance reports the investigation was done to find out how school boards have influence over these reports. The findings from both studies suggested that school boards have the opportunity to deliberate although their influence is constrained by the number of meeting they convey in a year. School boards

usually conduct their general meeting four times a year. Academic year is also divided in four quarters, so school boards meet once in each quarter. The findings learned from respondents in the two cases show that school boards meet only twice or once in a year which suggests that they may have less influence on the quarter reports. So this is an indication that there are some quarter reports which pass unnoticed or undeliberated with the school boards. Another factor is that deliberation and discussions depend on the level of knowledge and skills which the board members have. School A board had more educated people (many of them with teaching professions) something which lead them to have high influence in deliberation. This was contrary from school B where most of the members had less education and teaching experience something which constrained their ability to deliberate on the reports presented by head of school.

6.5.1Conclusions on school boards influence on their roles.

The above finding is an indication that school boards have autonomy or influence in few areas on the roles devolved to them. Their autonomy is affected by many things such as lack of information and knowledge on what should be done. This was learned in planning, budgeting and advising on management issues. Not only that but also the level of involvement they have in their responsibilities also affect their autonomy. In most of the roles mentioned above school boards are involved in a tokenistic manner which does not give them the opportunity to exercise power. Example in most roles discussed above they have opportunity to advice rather than to act. Formal institution in this case decentralized framework does not allow school board to act in most of the things, example dealing with teachers discipline at the end of the day it conflicts with some responsibilities given to them like that of demanding accountability on student performance. The fact that school boards are still recognized as advisors rather than active actors makes their level of autonomy and influence over their roles to be low.

6.6 Challenges faced by school boards

Challenges of school boards were learned in connection with the dependent variable which sought to understand weather school board is performing its duties effectively. The assumption was that inability of school boards to accomplish their devolved responsibilities effectively can be caused by the challenges they face in the course of carrying out their duties. There were different challenges identified by the respondents during the course of conducting

this study. Respondents identified that these acts as the barriers for school boards to accomplish their responsibilities effectively. Challenges pointed out were as follows:

6.6.1 Poor attendance to the meetings

Poor attendance to the meetings was identified in two arenas, one is poor attendance to the meeting by board members and the second is poor attendance to the meetings by the community members.

The findings from the two cases show that school B is suffering from these problems than in school A. The headmistress in school A identified that she was able to get all the board members to attend the board meetings because she gives them earlier information about such meetings. Information about meetings was given through sending the members letters on the exactly date of the meeting one month before the meeting to allow the members to prepare for the meeting. Contrary to this, in school B board members identified that they have a big challenge in meetings attendance. This is the evidence of their quotations

We are not able to get all the members during the meetings, people give excuses every time so sometimes we decide to continue with meetings because if we don't do that we will find our self with many this unsolved or undiscussed(B1B)

We always meet ten to eleven people sometimes even up to eight instead of 13 required members. Poor attendance is also impediment to our performance. (B6B)

The above quotations show poor attendance to the board meetings by individual board members. The poor attendance in school B may be attributed to busy life caused by poverty prevailing in two rural villages that surround the school. Not only that but also the factor of motivation can be the reason because it was learned that school board members in school B were paid less sitting allowance compared to what was paid in school A. So this might have destructed the willingness to participate.

Poorer attendance to the meetings was not only on the side of individual members but also on the parents. In school A it was found that parents are unable to attend to the meetings because of nature of student recruitment procedure of taking students from all over Tanzania. Therefore, it was very difficult to get all them attend the meetings. It was also learned that this did not affect the performance of school board since they were able to get representative parents who support those who were not able to attend. Another factor was that this school

was a government school which is fully covered and supported by the government both centrally and locally in terms of funding. So this made them to have more access to financial resources which enables the school boards to accomplish all responsibilities effectively.

On other hand school B had a great challenge of poor attendance of parents and community members in parent and village meetings. Some of the parents who were asked the cause for this reported that wrong understanding of some parents can be one of the causes. Example is this quotation from P1B

I usually like to attend to the parent meeting also the village meetings because I think that education is our redemption. Other parents do not participate in these meetings because they have the wrong thinking that schools belongs to the government so they don't see the need to come to the meetings.

The above quotation indicates that poor attendance of parents and community members in parents and community members is partly caused by poor or wrong understanding that government is the provider of everything. This was contrary to what was found in the study about *Community participation in school development in Ghana* by Adam (2005) where he indicated that parents were not attending school meetings as they were afraid that in these meetings they will be asked about money. The centric thinking noted in this study indicates poor awareness on the part of the community concerning the issues of participation. This may have been be contributed by the lack of enough information and knowledge on how community participation is taking place and its importance to the community in general. Another factor which was also pointed out by parent respondent is the feeling of people that their participation will bring no change. That is the way these meetings are conducted do not allow decisions to originate from people which makes many members not to attend and waiting for the meeting feedback from other fellow parents.

6.6.2 Lack of or poor implementations on the agreed plans.
This was identified from school B where some board members and parents identified that school board cannot perform effectively due to lack of seriousness because the recommendations made after a long discussion in the meeting were not implemented at all.. This was learned from B2B

We have this challenge here that we discuss things in our meetings, we say a lot of things, we also agree on many but when it comes to implementation you will not see anything.

Lack or poor implementation on the agreed plans was said to have been caused by many factors such as lack of monitoring and evaluation on what is done. It was noted that there were less monitoring on the things ought to be implemented by the community through the leadership of school boards. Not only that but also poor accountability mechanism between school boards and other implementers at the school level were detrimental towards board accomplishment of its responsibility. That is the mechanism which is in place now gives little authority for the school boards to hold teachers or head of school accountable when they have not implemented what was planned. Lack or poor implementation was also led by poor financial access of the schools. Almost all members who participated in the study mentioned poor financial base as the main challenge.

6.6.3 Political interference

Political interference was also mentioned to be among the challenges that affect school board ability to perform effectively their devolved responsibilities. It should be noted that political interference might not be a bad thing since politics should be there to check and monitor the way things are going on. Example is when the minister of education or members of parliament question about certain conducts in the implementation of a certain education policy. This kind of political mobilization was also revealed during the study especially in school B where board members identified that political leaders such as ward councilors and village chairpersons have played a great role in mobilizing the community to participate in building this school (school B).

But political interference with negative impact may affect negatively the carrying out education responsibilities. From the two cases studied, it was found that negative political interference has in one way affected the performance of school boards activities. From school A, it was learned that school board does not feel it is right to include the political leaders from the community which surround the school basing on fact of political interference. One of the board members identified that before decentralization they were not including these political leaders but introduction of D by D made them to be included to the board as invited members. This inclusion was realized to bring in some problems due to what they called unnecessary interference which made some of the decisions to de delayed or destructed.

This was learned from this quotation

We are not bound that we should include ward councilors in the board. They bring inconveniences when they relate to the school. It can be good to include them but ……they make schools not to go on. Every time they bring in politics we cannot run a school with a lot of politics. This unnecessary interference makes things to be delayed or even destructed (B1A)

The above quotation show that political inclusion in the education is necessary but is negative it affects executions of decisions. The same individual board member emphasized on the explanation that political leaders many want to make certain decisions to be delayed or even to be destructed so as to please their political image to the community who vote them. The same argument was raised in the interviews in school B and it was noted that political interference has negatively affected the execution of some board roles. Example is the issue of paying school fees

We are not so free in making decisions because many things here politically driven. Example is on the issue of school fees. You find that students are not paying fees and we decide that they go and collect fees but on their way they meet politicians who tell them that they have to go back to school as they are supposed to study for free.so this is the problem, we become stranded (B2B)

The above quotation is giving a good example on how political interference has affected payment of school fees and this also affects other school board activities like that of making sure that school infrastructure are well developed or employment of more teachers. So the shortage of funds caused by this political interference is a barrier to these achievements. Responding the question as to why political leaders may interfere negatively to the board decisions, it was learned that politicians were basically intending to fulfill their political interests like preparing conducive environment for the community to vote them again. But also one of the board members identified this as ignorance on the part of local political leaders who do not have enough information on how their positive participation in school activities could led to the development of their villages or ward and in that way they will defend their political positions. This indicates that political leaders at the local level are needed to be educated about importance of them to have positive contribution toward improving education in thier areas.

6.6.4 Lack of cooperation between teachers and parents also with the rest of the community

The interview response from both cases shows that school board is unable or faces difficulties in accomplishing their responsibilities due to lack of cooperation from parents and /or community members. From school A parents have be identified to show low cooperation in the disciplinary issues of their children. That is school boards together with teachers are making different rules which guide students discipline but some parents are not supportive to help their children implement those rules effectively. Example from school A, one board member said that students are not allowed to come to school with the phones but many of them have been caught with phones which may have been bought for them by their parents. Also it is the school rule that students have to show up early during school opening days but some parents are not reminding their children to be at school on time. So this was identified as irresponsibility on the side of parents as they think that after admitting their children at school other things are left to the teachers. The quotation below confirms;

Many things in this school are left to teachers and board to decide. This is wrong because these are their children and this is their school. (B5B)

The lack of cooperation in this school was attributed to the notion of government as the provider and the community as the receiver. Parents and community members from school A had this notion that students have to study for free and that government is the provider of everything. Also lack of awareness on importance of education led parents and community members in school B to have less cooperation with teachers and school boards.

6.6.5 Emergence of personal interests and conflicts within the school board

Emergence of personal interests and conflicts within the school board was also identified to be a challenge. This challenge was learned in school B where respondents pointed those personal interests can cause problems to school board performance. One among the respondents said that some people in the school board safeguard for their personal interest first when they discuss several issues in school board meetings. The personal interest affect performance as it may be the source of misunderstanding and conflicts between the board members. Emergence of personal interest in school B was said to happen especially in the financial matters. The following quotation is evidence to it;

So when you talk of financial matters, other people have personal interest not only administering the finance. So others would want you to consider their personal interest if you

*want them to help, so when you are not in a position to do so then it brings conflicts. So
everybody is looking at finances and claims that they are misused (B1B)*

The above quotation indicates that school board performance is also affected by emerging
personal interest which at the end of the day cause conflicts when people are not satisfied.
Poverty among the community members in rural areas might be one of the factors which lead
into misusing the given financial capital for school development. The emergence of
misunderstanding and conflict were also identified as the challenge towards effective
performance of the school board. One of the board members identified that presence of
conflict between head of school and board members destructs the planned goals. This was
learned from B5B who said

*We also have this challenge, where you find that school board is cooperating well with
teachers and citizens and with community leaders things are going very well but where there
is conflicts then the ability of school board to perform is very low example you might find that
board is in conflicts with head of school or with teachers or with political leaders this affect
many things at the school.*

Although the above quotation has not shown directly if a conflict happened in school B board,
the quotation is the good lesson that shows why some school boards may fail to perform some
of their duties. School board may come to conflicts or misunderstandings as a result of either
personal interest as discussed above or the lack of transparency especially in using the
financial capital. For example, when head of school is not transparent to things that are
happening at the school such as revenue and expenditure it may result in conflict between him
and school board. Not only that but also when school board wants to exercise accountability
on school teachers including head of school it may result in conflict because of power
struggle between school boards (citizens) and teachers (bureaucrats).

CHAPTER SEVEN: SUMMARY AND CONCLUSIVE REMARKS

7.0 Introductions

In this chapter I will conclude the study through providing an overview on the study's problem and thereafter I will provide brief explanation about context and the methodology used to accomplish the study. Then summary to the main findings will be provided to answer the research questions, thereafter a theoretical framework used in the analyzing findings will be revisited with the aim of pointing out the theoretical implications of the study. Thereafter the chapter will provide conclusive remarks on contribution of the study, emerging issues and limitations of the study which will also open the door for future studies recommendations

The main aim of this study was to find out to what extent school boards from school A (government school) and school B (community school) are empowered to accomplish their responsibilities effectively. The study used the following specific research question to answer the main research question

Specific research questions

1. How does the procedure of selecting board members affect their level of empowerment and effectiveness in performing their responsibilities?

2. a) To what extent do school boards have an access to information related to their responsibilities?.

   b) How do board members communicate important information about the school to other education stakeholders, particularly, the community owning the school?

3. How far do the school boards have access to financial and human resources to enable them to perform their duties effectively

4. To what extent do school boards have an autonomy to have effective performance of their duties?.

5. Are there any differences and/ or similarities in effectiveness of a school board between government owned school and community owned school in terms their effectiveness in performing their duties?

6. What are the challenges affecting school board effectiveness in performing their duties?

7.1 School boards in Tanzania (overview of study problem)

School boards are compulsory governing bodies that are formed at the school level with the aim of managing the development of secondary education in Tanzania (URT, 1978, 1995). Although the introduction of decentralization by devolution in education sector is said to empower school boards to make decisions at the school level, different contradicting views

from education stakeholders have been noted as to whether school boards are on the position to perform their responsibilities such as budgeting and planning effectively.

While some people agree with the fact that school boards are empowered to manage schools decisions others like Manor (2004) are still skeptical about the whole issue of school board empowerment. That is school boards are not having enough power when it comes to managing secondary schools .They see that school boards were not prepared enough to take over the responsibilities of the managing schools but they are rather symbolic bodies of central government who are put in place to accomplish government decision. It was this alternative views which developed the interest for this study to find out whether the school boards are empowered to effectively accomplish their responsibilities

7.2 Study context and methodology

The study was focused on the two chosen schools (school A and school B) which were chosen from two districts In Kilimanjaro region. School A was from Mosh Rural district and school B was chosen from Hai District. Schools were chosen for comparison purposes because school A was government school (boarding) and school B was community school (day).The rationale behind choosing the two schools was based on the assumption that the community owned schools of which many of them were established after decentralization by devolution will have the strong empowerment character compared to government schools which are centrally maintained by the ministry of education. This is due to the fact that under the community school the local people are entrusted with the responsibilities to take charge in developing their own schools. The study employed the qualitative case study approach and for this case employed three main methods of data collection, in-depth interviews, documentations and direct observation. The sample size of 34 was purposefully chosen basing on the availability and ability to provide relevant information on the asked questions. Research participants were selected from students, teachers, education officials, community members/parents and school board members.

7.3 Table 10: Summary of the main findings

Variables	School A	School B
Board selection procedure -is the procedure fair	-School board in this school was appointed by bureaucrats and politicians (higher education official, politicians and head of school) rather than being elected democratically by local citizen	-The same procedure revealed in school B as head of school recommend names which are approved by higher education official and politicians
-inclusion(based on gender , age, geographical /community representativeness)	- There was gender representativeness although women were underrepresented(9 men and 4 women) -On the age representation , children were excluded -The community around the school (district) was not well represented since not all members were from there.	The same was revealed where there was only 5 women and 8 men -Children were also excluded -The community around the school was represented as all members came from the district where the school is located
-Access to information From where and how board access information	-School board in this school was able to access information from different education authorities and stakeholders example Ministry, LGA, school management, teachers etc. -Information was more top down through directives rather than bottom up	School board in this school was able to access information from different education authorities and stakeholders like Ministry, LGA, school management, teachers etc. - Information was more top down through directives rather than bottom up
Board information about their roles	-Board members were not aware with all roles they were supposed to accomplish. example from this school they were mostly informed about disciplinary cases for students than other roles	-board members in this school were also not aware with all of their responsibilities. Mostly of the embers were well informed about construction issues and some n disciplinary cases than other roles like budgeting etc.
Access to resources Financial resources	-there was access to resources from sources like government grants, school fees, different contributions like security and cook salaries and	This school was also having different sources of funds like government grants, school fees, community contributions and school projects.

	school projects like maize plantations -There was shortage of fund caused by low government grants -the school had big stable school projects compared to school B	-There was shortage of funds caused by low government grants, unstable school projects, inability of parent's to pay school fees and community members inability to afford the contribution for construction activities.
Allocative ability	All resource accessed come with the directives how to use it so gave less opportunity to school board to influence the allocation	Almost all the resources are attached with directive except for community contributions which are directly maintained by school board and school management from the beginning
Human resources Education	-All members had attained secondary school education The school was having well educated people compared to school B as most of the members had a bachelor degree ad few with diploma.	-The school board in this school had few educated members. the board was composed of people with only primary education
Capacity building	There was no proper mechanism to train board members	-The same was revealed in school B
Autonomy	-Board members had less autonomy (power) to act compared to what was mentioned in decentralization papers. -There was power struggle between Professionals (teachers) and board members. -In most of their responsibilities they were only regarded as advisers than active actors. Example in planning, budgeting, teacher's disciplinary cases. -the autonomy was only seen in dealing with disciplinary cases of students.	Board members had less autonomy (power) to act compared to what was mentioned in decentralization -Power struggles was noted between school board and teachers and with politicians at the local level (village) -In most of their responsibilities they were only regarded as advisers than active actors. Example in planning, budgeting, teacher's disciplinary cases. -School board enjoyed some autonomy in dealing with classroom constructions and student disciplinary cases.

7.4 Theoretical implications of the study

In this study I thought to understand to what extent school boards from two chosen cases are empowered to be on the position to accomplish their responsibilities effectively. To be on the position to examine main aim the study came out with the theoretical framework which was developed from empowerment literature. Empowerment in this study was defined as the ability of individuals and communities to develop their own agency through acquiring power which aids them to determine and make decisions on matters that affect their own development. The theoretical framework/ analytical model was built by set of independent and dependent variables. The independent variable side was composed of four criteria or dimensions that determine the existence of empowerment .Such criteria/dimensions were *board selection procedure, access to information, access to resources and autonomy*. On other side of the framework there was dependent variable which was ''*school boards effectiveness in performance*''. The effectiveness was operationalized through examining how school boards are having the ability to *manage school budget, ability in managing school development plans, ability to handle disciplinary cases satisfactorily and also how different education stakeholders think about the school board performance generally.* research questions mention above on section 7.0 were derived from the same analytical framework where question one up to four was asked from independent variable and question five and six was asked from dependent variable.

Theoretical framework/Analytical model
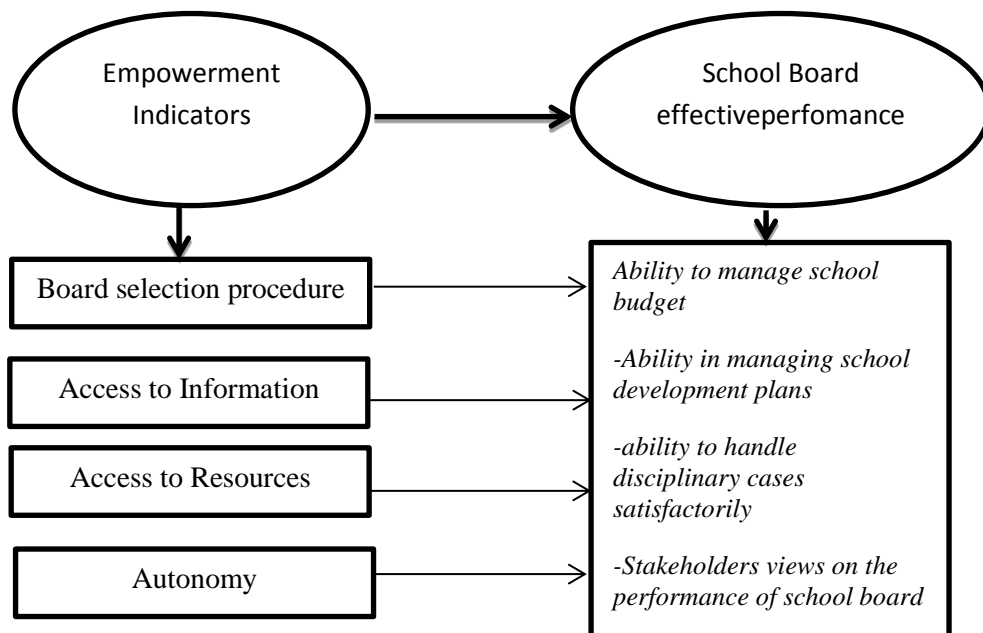
In this section the theoretical framework is revisited to see what implication it has brought on the hypothesis /assumption made at the beginning and also to see how the findings fit with other studies. Basing on the theoretical model showed above the study findings show that the state of being empowered existed in both cases although there were also some incidences of disempowerment.

Starting with the first variable of board formation procedure this is concerned with what are procedures involved in getting members to the board. The hypothesis which was guiding this was that fair and inclusive way of selecting people to be the board members promotes more empowerment and enhances more effectiveness in accomplishing their duties. The fair inclusive and democratic way of getting the school board members was considered to grant them high level of legitimacy and freedom to act on the behalf of the society than any other procedures for selection. Findings show that board members were appointed rather than being democratically elected. This is contrary to what Masue (2010) found in his study about school committees in Morogoro Region in Tanzania where he found out that school committees were elected democratically by local citizens. Although the procedure allowed the bottom up approach, it had implication on the school board empowerment and performance. This was due to the fact that the whole procedure was dominated by bureaucrats and politicians something which denied the opportunity for local people to select their own representatives. This made the board members to be accountable to the bureaucrats and politicians rather than

local people hence affect their decision making ability something which affect their empowerment and effectiveness. For example, head of school is involved 100% in the procedure of selecting the board members but the same members are required to monitor or hold head of school accountable in his/her duties especially finance, how will the board members hold him/her accountable in case of funds disbursement? .The democratic participation of citizen in the whole procedure of getting board members would have provided board members more legitimacy and hence be on the position to seek accountability from anyone when needed. These findings accept the assumptions that when the procedure of getting the board members is democratic fair and inclusive it provides more freedom to the members in doing their responsibilities rather than when it is based on other procedure like that of appointment.

The findings also show that students are still left behind in school decisions since in both cases they were not participated directly in school boards. The same findings were discovered by Masue (2010) on his study about school committee effectiveness in Morogoro Region in Tanzania. The traditional notion that children are recipient is still persisting in the two cases and it have affected the performance of school board since they fail to gain ideas on what students thinks when it comes to the development of their own school. As the empowerment scholars like Narayan (2002), Perkins and Zimmerman (1995), Alsop et al (2006) and others suggest that empowerment should be on the position to give power to the individuals to determine decisions that affect their own lives this have been contrary to what student experience in the two cases studied.

The second criterion was access to information this means the extent to which school board members are informed of their responsibilities also their ability to give feedback about their responsibilities. The hypothesis here was that high access of information by school boards will help them to make a well informed decisions hence high accomplishment of their responsibilities. So this means that more information will lead to more empowerment and effectiveness while low information will lead to low effectiveness in performance. The findings show that school boards were able to receive information from different authorities like ministry, LGA and from the school itself due to a formalized decentralization system which facilitate flow of information although the information was mainly through top- down system. This was contrary to what was argued by Narayan (2002) that the information which empowers should be based on the two way process. The top- down information flow has

affected ability of school board to influence decisions or give feedback to the school, parents, community, LGA and even to the higher education authorities at the central level. This was also reported by (Naidoo, 2005, p. 92) in his study about education decentralization and school governance in South Africa where he found out that school governance bodies had weaker influence on school decisions because the administrative structure and information flow was top- down based .

Another information shortage which was identified was that school board members themselves acknowledges that they were not well aware with some activities due to lack of information for example in planning, advising about policy issues and even in some financial matters. This concurred with the findings by (Kisembo, 2014) who was studying the impact of community participation Uganda where he found out that most of the school committee members were not well informed about their roles. The implication of this is that most of these activities were carried out by head of school himself or teachers so this made school board members to lose power in these activities or sometimes it created environment of power struggles between board members and the professionals.

Not only that but it was noted that there was weak information sharing between students and school boards and teachers and school boards. This has affected the performance of school board in one way or the other since students and teachers are important stakeholders at the school level of which school board can't work properly without cooperation with them. Therefore, it was realized that information was important determinant for better performance since the board members indicated that they were performing well in the activities they were well informed such as disciplinary matters and in construction activities than on those activities where they had low information.

 The third independent variable was access to resources both financial and human resources. The assumption here was the high access to both financial and human resources attained in time contribute to high accomplishment of school boards responsibilities. Regarding to the financial resources, findings show that the schools depend largely on the government grants as their main source of finance. They use the funds allocated from central government to cover for learning materials and maintenance of the school infrastructure. The major problem with this source is that the amount received in most cases is not enough to reflect the school needs so this affects the school running process. Although schools were getting financial

resources from other sources like parent contribution, community contributions and from school project, these sources were not reliable due to poverty situation especially in rural areas. Even in some instances where parent or local people have ability to pay they had a notion that government was the provider or everything. This resulted in poor performance of students due to lack of important facilities such as laboratories, books, classes, enough teachers etc. From the findings, it was evidenced that school board was only able to bring development if a school had financial resources. For example school A was hundred percent controlled and maintained by the Ministry so it had enough financial capital compared to school B which had poor financial bases because of depending on the community contribution for its development. And because of this fact school A had better performance in terms of infrastructures, teaching materials, and teachers than school B. So this proves the above assumption that that financial resource empowers school boards to perform effectively.

Regarding to human resources, the findings show that although people were willing to volunteer to be appointed as board members, there was a challenge when it comes to education and skills. Only few members had necessary skills and education required to manage schools and this had affected the way they performed their duties. This is concurrence with the study findings by (Adam, 2005), on his study about community participation in Nanumba district Ghana where he found that parents and the community members who were well educated were more empowered to participate in school development than those who were illiterate.

The surprising fact was that although education authorities were aware that most of the board members have no enough education and skills in managing issues, there was no proper mechanism to train them. The same result was reported by Askvik (2003) who studied about trust of governing bodies in South Africa where he found that some of the members in these bodies were unable to perform effectively due to lack of enough skills in management issues such as reading the budget reports. This shows that effective performance does not only depend on the availability of human resources (board member) but it also depend on the education, qualification, skills, experience and the level of training given to them. This also shows the acceptance our hypothesis that human resources qualifications such as skills, education are important to effective performance of boards responsibilities. This is because most of the members in school B had less education which led into less ability of carrying out their responsibilities compared to school A where they had more educated members.

The fourth and final independent variable was autonomy; this was concerned with how much power school boards have to make decisions without being interfered by higher education authorities or politician. The assumption here was high autonomy attained by school board in making decisions with no interference will led to higher level of empowerment and effectiveness to school boards. The findings indicate that although decentralization of education system has improved the level of autonomy for school board much is still to be done because the autonomy granted does not allow them to perform all their activities effectively. This was also contrary to Masue (2010) who found that an introduction of D by D made the committee to be more autonomous.

School boards showed to have more autonomy in the student disciplinary cases than in other activities like budgeting and planning. So this had a negative effect on those activities which they had no control, example in the case of budgeting they were just involved as advisers so it became difficult for them to know   whether the money was used accordingly or not. This has also contributed to conflicts between school boards and other school management teams. Not only that but also because school board are having less power to decide in most of the matters they just decide to stay calm even when they see that things are not going right at the school level. However it should be noted that the school boards established after introduction of decentralization reforms prove to work than those from de-concentration era. The current school board need to be more strengthened in terms of power they are given for them to be on the better position to act. These findings are in line with the assumption posed that autonomy/power to act is important factor for empowerment and effectiveness of school boards.

7.5 Study's contribution to the literature

Generally, this study has contributed knowledge on existing literature on the empowerment and participation theories and particularly on the empowerment of grassroots governing bodies or user committees like secondary school boards in Tanzania. This is due to the fact that there has been less research when it comes to grassroots governing bodies in Tanzania regarding their empowerment and how this affects their performance. Most of the studies done are concentrated in evaluating impact of decentralization in education policies or other policies while less emphasis is given to the empowerment of grassroots organization. This study used empowerment theories and perspectives which helped in understanding that decentralization, participation or user committees are meaningful when it intends to empower

people to make decisions that affect their lives. There are some few studies which had concentrated on grassroots level empowerment in Tanzania and developing world such as Masue (2010) and Manor (2004) respectively.

Masue's study concentrated much on the empowerment of primary school committees. His study and this study have some similarities, especially when we consider the fact that both focus on effectiveness and empowerment of school management systems at the local levels; although they are basically different as Masue's study focused on primary education management bodies − the school committees and this study focused on secondary school management bodies − the school boards. In addition, the present study makes a comparison between government owned school and community owned school while the former was based on the comparison of rural and urban community schools. Therefore, the present study attempts to do some sort of development on Masue's study by extending it to examining management bodies in the secondary school level; and exploring some variations among government and community-owned schools in terms of empowerment and capacity to accomplish their roles

The study also adds knowledge on the user committee literature by Manor (2004) who calls upon research to be done on the area of user a committee which have become the most recent used concept yet under researched. School board is one among many user committees in Tanzania. Therefore this study was able to contribute to the literature of user committee through testing some of the assumptions which have been proposed Manor. Example is assumption which sees that most of user committees are not empowered since they don't have power, autonomy, or influence in decision made. In one way this study has accepted this assumption since school board from the two studied cases have long way to go to be empowered as they are still conceived as voluntary advisory bodies rather that active decision makers. Not only that but also Manor had an assumption that most of these committees suffer from power caused by bureaucratic dominions on the decisions made. This was also revealed on the this study as it was indicated that bureaucracy had more power than board members and also school boards find themselves more accountable to bureaucrats rather that to the local citizen because first they are appointed by bureaucrats and then in most cases bureaucrats have more skills and more information on what should be done. So this makes them to be supporters of what is being put on the table.

7.6 Unexpected results

The major aim of choosing the methodology of comparing two schools one government public school and a community public school was based on the assumption that school board of a community school will be more empowered than that of government public school. This assumption was based on the fact that most of the community schools were formed after the introduction of decentralization by devolution strategy in 1990's which allowed more power to be devolved to the grassroots level. However the study findings are contrary with this assumption as it indicated that government owned public school (school A) was more empowered compared to community school (school B). The reasons may be due to the fact that most of the community schools are constructed in the rural areas where poverty is still high so the communities in these schools do not have time or ability to participate in managing the school effectively. Not only that but public government schools have more resources as they are directly maintained by central government while community schools mostly depend on local governments and community contribution for its development.

7.7 Limitation of the study and future studies recommendation

This study has employed qualitative strategy and therefore employed only two cases which were school A and B as indicated in section 3.1. The involvement of only two cases and few sample number of respondents who were purposively selected may affect the result of the study due to the fact the findings from the two cases may not be enough to be considered as the representative findings for two districts (Moshi Rural and Hai) or Tanzania in general . Although the study is analytically generalized to the broader empowerment theory, it misses the statistic generalizability. It would be helpful if future studies employ some quantitative methods so as to be on the position of capturing empowerment and effectiveness of school boards in Tanzania.

Not only that but also this study concentrated only on how empowerment can affect the effective performance of school board responsibilities. Therefore, it is suggested that the future studies should be done to see effects of school board empowerment on the school performance because school board are there to manage the development of these schools. On other hand the study also concentrated on the empowerment of secondary schools boards while putting emphasis only on public schools, so it has been very difficult to capture the differences which exist in terms of empowerment and effectiveness between the schools

compared. So the coming studies should involve private secondary schools, this can help to indicate the differences in empowerment.

7.8 Conclusion

This study had the aim of finding out weather school board from the selected cases are empowered and effective in accomplishing their duties. The study shows that although school boards are trying to carry out their responsibilities, they are either partially or not yet empowered to take charge in influencing the school decisions. School boards still suffer from lack of important information that helps them to participate in making school decisions on various school developmental matters such as school planning. They also lack enough education and proper training program something which affect their potentiality make them in making school decisions. They also lack enough access to financial resources as a result of poverty and low government budget as a result they are unable to meet their target of developing schools. Most of all ,school boards are still considered as the voluntary advisory council rather that active actors so this affects their level of autonomy in influencing school decision and portray their symbolic representation ,that they are there to fulfill what is centrally planned.

There were also other challenges which were identified to affect the school board's ability to perform effectively. Such challenges were like poor implementation of the agreed plans which was attributed to lack of financial resources as well as lack of proper monitoring and accountability between school boards and other education stakeholders at the school level. Bad or negative political influence was also said to interfere with the boards decisions. There was also lack of cooperation between teachers, parents and school board, so this made execution of school planned decisions to be difficult. Conflicts especially between school board members and head of schools were also mentioned as the challenge and it was mainly attributed to lack of transparency, example when the head of the school was not open about financial issues at the school.

Basing on the findings and the challenges mentioned above, it is recommended that government should consider re- defining the powers of school boards in education policy and also in the act which provide the establishment of school board. This will enable school boards to be on the position participate in school decisions effectively, because now they are only viewed as advisers. Also the government can consider encouraging the pluralistic kind

of governance which allows more actors such as civil society, NGO's, Donors to be involved in education issues. This help to increase the school board resources to enable them participate effectively in their responsibilities. Examples some NGO's can participate in training the board members various skills also different stakeholders can patriciate in fund raising to increase the schools financial resources.

REFERENCES

Adam, F. (2005). Community participation in school development: Understanding participation in basic school performance in the Nanumba district of Ghana.

Alden Wily, L., & Dewees, P. A. (2001). From users to custodians: changing relations between people and the state in forest management in Tanzania. *World Bank Policy Research Working Paper*(2569).

Alsop, R., Bertelsen, M. F., & Holland, J. (2006). *Empowerment in practice: From analysis to implementation*: World Bank Publications.

Arnstein, S. R. (1969). A ladder of citizen participation. *Journal of the American Institute of planners, 35*(4), 216-224.

Askvik, S. (2003). *"Running a school on its own is too much" Why principals trusts and distrust school governing bodies in South Africa.* Paper presented at the 18th IPSA World Congress, Durban.

Bauch, P. A., & Goldring, E. B. (1998). Parent-teacher participation in the context of school governance. *Peabody Journal of Education, 73*(1), 15-35.

Benequista, N., Gaventa, J., & Barrett, G. (2010). *Putting Citizens at the Centre: Linking States and Societies for Responsive Governance: a Policy-maker's Guide to the Research of the Development Research Centre on Citizenship, Participation and Accountability*: University of Sussex. Institute of development studies (IDS). Development research centre (DRC) on citizenship, participation and accountability.

Bray, M. (2001). *Community partnerships in education: Dimensions, variations and implications*: Unesco Paris.

Bush, T., & Heystek, J. (2003). School governance in the new South Africa. *Compare, 33*(2), 127-138.

Carney, S., Bista, M., & Agergaard, J. (2007). 'Empowering'the 'local'through education? Exploring community-managed schooling in Nepal. *Oxford Review of Education, 33*(5), 611-628.

Conyers, J. (1975). Toward Black Political Empowerment: Can the System be Transformed? *The Black Scholar*, 2-7.

Cooksey, B. (1986). Policy and practice in Tanzanian secondary education since 1967. *International Journal of Educational Development, 6*(3), 183-202.

Cornwall, A. (2008). Unpacking 'Participation': models, meanings and practices. *Community Development Journal, 43*(3), 269-283.

Creswell, J. W. (2014). *Research design: Qualitative, quantitative, and mixed methods approaches*: Sage.

Dahl, R. A. (1957). The concept of power. *Behavioral science, 2*(3), 201-215.

Davidson, E. (2004). The Progress of the Primary Education

Development Plan (PEDP) in Tanzania: 2002-2004 Dar es salaam , Tanzania: Haki Elimu.

Djupvik, A. R. (2012). *From Policy to Practice. A Study of Street-level bureaucracy and young clients in two rural communities.* The University of Bergen.

Dunne, M., Akyeampong, K., & Humphreys, S. (2007). *School Processes, Local Governance and Community Participation: Understanding Access. Create Pathways to Access. Research Monograph No. 6*: ERIC.

Frankfort-Nachmias, C., & Nachmias, D. (1996). *Research methods in the social sciences*: Macmillan.

Galabawa, C. (2001). Developments and issues regarding universal primary education (UPE) in Tanzania. *Reaching Out, Reaching All, 49*.

Gergis, A. (1999). *Citizen Economic Empowerment in Botswana: Concepts & Principles*: Botswana Institute for Development Policy Analysis.

Gibbon, P. (1993). *Social change and economic reform in Africa*: Nordiska Afrikainstitutet (Scandinavian Institute of African Studies).

Hakielimu. (2013). 2011/2012 Education Budget

Does it lead to quality education? , from Hakielimu

Hsieh, H.-F., & Shannon, S. E. (2005). Three approaches to qualitative content analysis. *Qualitative health research, 15*(9), 1277-1288.

Ibrahim, S., & Alkire, S. (2007). Agency and Empowerment: A Proposal for Internationally Comparable Indicators Solava Ibrahim, University of Cambridge, Cambridge, UK. Sabina Alkire, University of Oxford, Oxford, UK. We are grateful for the comments of Valery Chirkov, Ed Deci, Mridul Eapen, Sunita Kishor and Richard Ryan on aspects of this paper; to participants of the OPHI launch, particularly Grace Bediako, Stephan Klasen, Deepa Narayan and Michael Walton; and for the energetic and timely research assistance of Afsan Bhadelia; all errors remain our own. *Oxford development studies, 35*(4), 379-403.

Jimenez, E., & Sawada, Y. (1999). Do community-managed schools work? An evaluation of El Salvador's EDUCO program. *The world bank economic review, 13*(3), 415-441.

Kabeer, N. (2001). Resources, Agency, Achievements. *Discussing Women's Empowerment*, 17.

Kessy, A. T., & McCourt, W. (2010). Is decentralization still recentralization? The local government reform programme in Tanzania. *International Journal of Public Administration, 33*(12-13), 689-697.

King, G., Keohane, R. O., & Verba, S. (1994). *Designing social inquiry: Scientific inference in qualitative research*: Princeton University Press.

Kiragu, K. (2002). *Improving service delivery through public service reform: lessons of experience from select sub-Saharan Africa countries.* Paper presented at the 2nd Meeting of the DAC Network on Good Governance and Capacity Development.

Kisembo, F. (2014). The Impact of community participation on academic performance in Uganda's primary education. A case study of school management committees and parent teacher associations in Kayunga district.

Kvale, S., & Brinkmann, S. (2009). *Interviews: Learning the craft of qualitative research interviewing*: Sage.

Litvack, J. I., Ahmad, J., & Bird, R. M. (1998). *Rethinking decentralization in developing countries*: World Bank Publications.

Lord, J., & Hutchison, P. (1993). The process of empowerment: Implications for theory and practice. *Canadian Journal of Community Mental Health (Revue canadienne de santé mentale communautaire), 12*(1), 5-22.

Mafuru, W. L. (2011). Coping with inadequacy. *Understanding the effects of central teacher*.

Manor, J. (2004). User committees: a potentially damaging second wave of decentralisation? *The European Journal of Development Research, 16*(1), 192-213.

Mansuri, G., & Rao, V. (2004). Community-based and-driven development: A critical review. *The World Bank Research Observer, 19*(1), 1-39.

Massoi, L., & Norman, A. (2009). Decentralization by devolution in Tanzania: reflections on community involvement in the planning process in Kizota Ward in Dodoma. *Public Adm Policy Res, 1*, 133Á140.

Masue, O. S. (2010). Empowerment and effectiveness of school committees in Tanzania.

Masue, O. S. (2014). Empowerment of School Committees and Parents in Tanzania: Delineating Existence of Opportunity, Its Use and Impact on School Decisions.

Max, J. A. (1991). *The development of local government in Tanzania*: Educational Publishers and Distributors Dar es Salaam.

Mayring, P. (2000). *Qualitative content analysis.* Paper presented at the Forum: Qualitative social research.

Mbelle, A. V. (2008). *The Impact of Reforms on the Quality of Primary Education in Tanzania*: REPOA.

McGinn, N., & Welsh, T. (1999). *Decentralization of education: why, when, what and how?* : Unesco.

MOEC. (2005). *Education and Training Policy*. Dar es Salaam.: Retrieved from http://www.tzonline.org/pdf/Educationandtrainingpolicy06.

pdf (retrived on 26th Sep,2014).

Mollel, H. A., & Tollenaar, A. (2013). Decentralization in Tanzania: Design and Application in Planning Decisions. *International Journal of Public Administration, 36*(5), 344-353.

Mushi, P. A. K. (2009). *History and development of education in Tanzania*: African Books Collective.

Naidoo, J. P. (2005). Educational Decentralization and School Governance in South Africa: From Policy to Practice. *International Institute for Educational Planning (IIEP) UNESCO*.

Narayan-Parker, D. (2002). *Empowerment and poverty reduction: a sourcebook*: World Bank Publications.

Narayan-Parker, D. (2005). *Measuring empowerment: cross-disciplinary perspectives*: World Bank Publications.

Nyerere. (1967). Education for self-reliance. *The Ecumenical Review, 19*(4), 382-403.

O'Connell, B. (1978). From service to advocacy to empowerment. *Social Casework*.

Okitsu, T. (2012). *Policy and Practice of Community Participation in the Governance of Basic Education in Rural Zambia.* University of Sussex.

Oyugi, W. O. (1988). *Democratic theory & practice in Africa*: Heinemann Educational Publishers.

Perkins, D. D., & Zimmerman, M. A. (1995). Empowerment theory, research, and application. *American journal of community psychology, 23*(5), 569-579.

Perlman, J. (1979). Grassroots empowerment and government response. *Social Policy, 10*(2), 16-21.

Pettit, J. (2012). Empowerment and Participation: bridging the gap between understanding and practice.

Picard, L. A. (1980). Socialism and the field administrator: Decentralization in Tanzania. *Comparative Politics*, 439-457.

Ragin, C. C., & Becker, H. S. (1992). *What is a case?: exploring the foundations of social inquiry*: Cambridge university press.

Rowlands, J. (1995). Empowerment examined. *Development in Practice, 5*(2), 101-107.

Samman, E., & Santos, M. E. (2009). Agency and Empowerment: A review of concepts, indicators and empirical evidenceξ.

Schneider, A. (2003). Decentralization: conceptualization and measurement. *Studies in Comparative International Development, 38*(3), 32-56.

Sen, G. (1997). Empowerment as an Approach to Poverty. *Background paper for the*.

Sørensen, E., & Torfing, J. (2005a). The democratic anchorage of governance networks. *Scandinavian political studies, 28*(3), 195-218.

Sørensen, E., & Torfing, J. (2005b). Network governance and post-liberal democracy. *Administrative Theory & Praxis, 27*(2), 197-237.

Stensrud, R. H., & Stensrud, K. (1982). Counseling for health empowerment. *The Personnel and Guidance Journal, 60*(6), 377-381.

Tidemand, P., & Msami, J. (2010). *The Impact of Local Government Reforms in Tanzania: 1998-2008*: Research on Poverty Alleviation.

URT. (1978). *Tanzania Education act no 25 of 1978*. Da es salaam: Ministry of Education.

URT. (1995). *Amendment Act no 10 of 1995 of education Act no 25 of 1978*. Dar es salaam Ministry of Education.

URT. (1996). *The Local Government Reform Agenda 1996-2000. Local*

Government Reform Component. Civil Service Reform Programme. Dar es salaam.

URT. (2004). *Seacondary Education Development Program Phase 1*. Dar es salaam , Tanzania: Ministry of Education.

URT. (2007a). *primary education development programme*. Dar es salaam

URT. (2007b). *Program support of the sekondary education* Tunisia: African development fund.

URT. (2007c). *Report of the national education*

general meeting. Arusha. Dar es salaam.

URT. (2010). *Secondary Education Development Plan (phase II)*. Da es salaam-Tanzania: Ministry of Education.

URT. (2013). *Tanzanians in Figures 2012*. Dar es salaam.

Veneklasen, L., & Miller, V. (2002). Power and empowerment '. *PLA Notes, 43*, 39-41.

Winkler, D. R. (2003). *Education decentralization in Africa: A review of recent policy and practice.* School of Management and Urban Policy, New School University.

Woods, E. (2007). Education for All Global Monitoring Report 2008, Education for All by 2015: will we make it? Tanzania country case study. Paris: UNESCO.

Yin, R. K. (2009). *Case study research: Design and methods* (Vol. 5): Sage.

Zimmerman, M. A., & Warschausky, S. (1998). Empowerment theory for rehabilitation research: Conceptual and methodological issues. *Rehabilitation Psychology, 43*(1), 3.

APPENDICES

Appendix one: Interview guide

Basing on the sampling procedure stipulated on section 3.4, interview guide contained different types of questions depending on the respondent category. All questions were open ended to allow respondents to give more in-depth information to questions. These questions only served as the guide, during interview probing questions, specificity questions, follow up questions, and interpreting questions were used to make sure that the information provided were clearly answering the research questions.

1. **Interview guide questions for individual board member**

    i.   How long have you been serving as a school board member?

    ii.   How did you become board members?

    iii. which act stipulates the establishment of school boards?

    iv.   How many members are you in the school board? What is the proportion of men, women and children (students) from the number you have mentioned?

    v.   Apart from being a school board member, what else do you do? (occupation)

    vi.   Can you give a short background of your education?

    vii. What are your responsibilities as a board member?

    viii. Which one among these responsibilities you are more aware with?

    ix.   Which one among these responsibilities you are more involved?

    x.   Where do you get information you use in accomplishing these responsibilities?

    xi.   How many training programs have you attended as the board member?

    xii. How often does school board meet in a year? And how often do you attend?

    xiii. How often does school board disseminate information to parent, teachers, student, and community generally?.

    xiv. Which kind of resources do you have an access with as the board member? (more definition of the resources will be provided to make question more understandable)

    xv.   Who is involved in allocating financial resources for school development plans?

xvi. Apart from your fellow board members, who else do you interact with in accomplishing your duties as member? Can you explain that interaction?

xvii. Can you explain to what extent school boards are free in making decisions?

xviii. In which decisions are you are more involved as a board member?

xix. Does the school board have mandate to adjust directives according to situations

xx. Who prepares the final repots of your duties? How are you involved in the process?

xxi. How do you disseminate information to the rest of the community?

2. **Interview guide questions for municipal and district education officers.**

i. For how long have you been serving as the municipal/ district education officer?

ii. which acts stipulate the establishment of school boards?

iii. What kind of procedure is followed to get board members? How are you involved in that procedure?

iv.

v. How long do the board members serve before electing the new board?

vi. What are the responsibilities ought to be accomplished by school boards?

vii. How can you explain your communication with school boards in accomplishing education policies objectives such as those provided under SEDP?

viii. Through the policy reform of D by D school boards are taken to be representative of the community. What is your opinion?

ix. What mandate does the school board have over resources which come from the district to schools for development plans?

x. What kinds of reports do you receive from school boards?

xi. How does your office help in building the capacity of school board members?

xii. What are challenges faced by school boards in accomplishing their responsibilities.

xiii. How can you explain the performance of school boards on your area?

3. **a) Interview guide questions for teachers**

    i. For how long have you been working here as a teacher?

    ii. Have you been elected to be representative on the school board?

    iii. How do you as a teacher interact with school boards?

    iv. Can you explain the responsibilities of school board in our school?

    v. What is the importance of having school board in your school?

    vi. How often do teachers and school boards meet to discuss different matters concerning school development/ performance?

    vii. How many teachers are included in school board?

    viii. How can you explain the performance of school boards from your school?

b) Interview guide questions for head of school

    i. How long have you been serving as the secretary on the school board?

    ii. What procedures are involved in instituting members in school board?

    iii. How do you participate in this procedure?

    iv. What is the proposition of men, women and children in school board?

    v. Who makes the final decision about school development plans?

    vi. How do you go about handling the disciplinary cases in your school?

    vii. Who are involved in making school development plans and allocating resource for its execution?

    viii. How are capacities of board members being built?

    ix. What are the challenges faced by school boards at your school?

4. **Interview guide questions for students**

    i. Which form (class) are you?

    ii. how can you explain school board?

    iii. Do you know members who are serving in school board?

    iv. How many students are members of school boards?

    v. How often does the school board conduct a meeting with the students?

    vi. Can you explain the responsibilities of school board at your school?

    vii. How does the school board help student or school generally?

    viii. Who is dealing with the disciplinary cases of students?

5. **Interview guide questions for parents/ community members**

i.   For how long have you been living in this community?

ii.   What is your occupation?

iii.   Have you been elected as the school board member?

iv.   What is the procedure involved in getting people on the school board?

v.   How does the school board help the community concerning the school matters?

vi.   Where do you present your ideas about development of school?

vii. How do you get information concerning school development?

viii. Are you satisfied with your representation in managing the school as an elected /appointed board member?

ix.   What is your opinion about the performance of school board in your community?

Appendix 2

Respondent overview

Respondent in Hai District for school B   respondents in Moshi Rural District for school A

Coding	Category of respondents
B1-B	Board member
B2-B	Board member
B3-B	Board member
B4-B	Board member
B5-B	Board member
B6-B	Board member
B7-B	Board member
S1-B	Student
S2-B	Student
S3-B	Student
T1-B	Teacher
T2-B	Teacher
T3-B	Teacher
P1-B	Parent
P2-B	Parent
P3-B	Parent
E-1	Education officer

Coding	Category of respondents
B1-A	Board member
B2-A	Board member
B3-A	Board member
B4-A	Board member
B5-A	Board member
B6-A	Board member
B7-A	Board member
S1-A	Student
S2-A	Student
S3-A	Student
T1-A	Teacher
T2-A	Teacher
T3-A	Teacher
P1-A	Parent
P2-A	Parent
P3-A	Parent
E-2	Education officer

Appendix 3

School board responsibilities provided by SDEP document

a) approving School Development Plans and Budgets, and overseeing their
 Implementation;

b) Advising District Secondary Education Officer on schools management;

c) Advising District Secondary Education Officer and TSD on disciplinary cases
 of teachers;

d) Demanding, on a regular basis, accountability for students' performance;.

e) Dealing with disciplinary cases of students; and,

f) Deliberating on quarterly school performance reports (both financial and
 Physical).

Appendix 4:

It is not simple to appoint, because u might see that you have selected right people but is not always the case (B1A)

The similar issue was raised by B1-B

yes I can see a problem in the procedure (procedure of getting the board members) *because u may get advice that someone is good so appoint him, ... you may find that such person is not as the way you expected so this remains to be a problem to you, but what will you do, you wait, till three to four years when their time for appointment expires*

Appendix 5:

It is true that students are not members of the board but they have other ways through which their views are heard. Example they have their own school council (school baraza[16]) where they discuss different things which affect their lives at the school. Some of teachers like I enter into those discussion and we collect information to share with head teacher then head teachers present these in the school board.

The respondent B3B from school B had similar idea

Students are main stakeholder when it comes to our duties here. It is true that they are not members to the board but we have all their ideas heard. they have different ways to give information , like here we have school baraza, suggestion box is outside there, also there is representative teacher who collect the student ideas from class teachers, don't be worried madam researcher because we make sure that we hear their cries and act on them.

---

[16] student meetings where they air out their views about school life

Appendix 6: B1A response to how much is the selection procedure considers community /geographical representativeness

We are not community school; we take our students from all over Tanzania. So when they want us to take people from this district only is not fair ...., not representative at all. Most of my people are from this district but I have few from other districts. When you have wide coverage is always advantage, it became easier to appoint people which can help you. I think we should not be bound to appoint only from this district

Appendix 7: Response from BIA and B1B to the question about whether religion representativeness is considered when selecting school board

Religion is not big issue here in our school although this school was originated from Christian religion. We make sure that religions are represented, we care about our student faiths and we want them to be comfortable.(B1A)

And BIB from school be pointed out that

In my board (school board) *I have both religions, I have one sheikh and one priest so I fell that all religion are represented*

Appendix 8.   Response of B3A to question about how school board access and disseminate information to students

Yes in most of the times student don't meet with the whole board members but we make sure that their voices are heard through their forums like school baraza[17]. They get information from board through head teachers, after our meeting we give assignment to head teacher and representative teachers to make sure that student get information we have discussed concerning them (B3A).

Appendix 9. Response to the question about how school board shares information with the parents and rest of the community

P3A who is parent from school A said

*School board of this school is representing us very well. You can see student here are doing better even my daughter whom I bring today (*for a school opening day*). .... Yes! yes !we*

---

[17] Student meeting with teachers to discuss issues such as academic and life at school generally

are all called for parent meeting every year the letters comes to us with student reports, this call all of us to come and discuss issues, but not all come. The school is doing very well so some parent tend to relax I wander if they could do that when they hear that the school is having problems. They think that government is doing everything so they just relax.

On other hand respondent B5B from school B identified that

we are trying to give information to the community in many ways example we call parent meetings every now and then , we have also village meetings where we get to discuss how to run our school. The problem we are facing is poor attendance to these meetings. People here they have culture not of not attending to the meeting, they do not know that their ideas are important in helping us to work. At the end of the day they will start complaining.

Appendix 10. Where B1B and B1A responses on the question about how does school board access information from LGA's

*Our interaction with ward government is high and effective. They help us with parents who are not paying school fees. We prepare names and submit to them not only on the fees but school construction generally they call meetings of community members and emphasize them about school constructions. We sometimes call them in our meetings if (*B1B)

*Mmh! I face this as a problem because we are not community school so we are not bound that we should include ward councilors or ward executive. Although as days goes on we understand that there is no needs to include them, they bring inconveniences when they relate with school board. Yah it can be good but when you want to bring development to the school sometimes they make schools not to go on. Every time politics we cannot run the school with a lot of politics. (*B1A)

Appendix 11- response from B1A on the question about how school boards access the information about their responsibilities

When a member of the board is elected he is given a letter outlining their responsibilities. These documents are available here from the school head teacher .Therefore we give them a copy. So many are aware of their duties stipulated .meaning are quite clear on these letters or form. They are also given instructions for their work on the first session by DEO

B1A had a similar idea with E2 on page

Appendix 12

SCHOOL BOARD RESPONSIBILITIES

> **Manage and direct school head teacher in issues of school plans, discipline and revenue and expenditure of school fund.**
>
> **To make sure that school have enough buildings such as classes, laboratories, library, teacher's houses and enough land for the school**
>
> **Discuss issues concerning education policy and give advices to education officers**
>
> **To make sure that school is secured**
>
> **To give directions to head teacher about issues brought into board meeting by EO**
>
> **To make sure that the school land is legally recognized**
>
> **Establishing school development projects**
>
> **Creating different ways in which school can increase its revenues**
>
> **To make sure that teachers are adhering to professional code of conduct**
>
> **To select school uniform for students**
>
> **To facilitate the establishment of PTO's and to make sure that parent and community participate in school development**

Source: research data June- August, 2014

Appendix 13 response of B5B from school B on the question about the extent to which school board is having autonomy in making decisions at the school level

> *We are managing those things at the school that we are given authority to manage other things we give advices example we can decide on the discipline of the student but when it comes to finance we advise (B3-B), we are dealing direct with student discipline but on other issues like planning, budget, teachers discipline we are the advisers. We give ideas to school teachers to make sure that the school is improving (B5B)*

Appendix 14: response of (T3A) on the question about to what extent school board has influence in teachers issues including discipline.

Disciplinary issues for teachers are dealt with by something called teachers service department which is at district, regional, and ministry level. So school boards are not concerned with teachers discipline in any way especially in public schools, this work very well in private schools where teachers are hired and fired by the school boards. (T3A)

Appendix 15 P3B response on the question about poor attendance to the meetings

You know my daughter (referring to researcher) *here in our area we are only two villages and parents with student here we know each other so even if we do not attend to the meetings we can get information from our fellows.*

Appendix 16: Clearance letters.

UNIVERSITY OF BERGEN
Department of Administration and Organization Theory

LETTER OF RECOMMENDATION

<u>To Whom It May Concern</u>

This is to introduce Christina Mosses Maeda who is a student of mine. She is pursuing an MPhil degree in Public Administration at the Department of Administration and Organisation Theory, University of Bergen Norway.

She is conducting the research on this topic in his home country Tanzania.

Topic of her research: Does decentralization empower local community? A case of secondary school boards effectiveness in Tanzania.

As an important part of this exercise she has to interview various persons and collect relevant documents. I hope you may assist her in the research. The information provided to her is for academic purposes only. Any assistance given to her is highly appreciated.

Yours sincerely,

Professor Steinar Askvik
Supervisor

PRIME MINISTER'S OFFICE
REGIONAL ADMINISTRATION AND LOCAL GOVERNMENT

MOSHI DISTRICT COUNCIL
(All correspondence should addressed to District Executive Director)

KILIMANJARO REGION
Tell: 027 27 55172/2751865,
Fax: +255 27 2754305

P.O BOX 3
MOS

Date 24|06|2014

Ref. No. MDC/E.10/16/93

Head of Schools, **CENSORED**

SECONDARY School

....

....

....

....

MOSHI.

RE: BACHELOR/MASTERS OF EDUCATION
RESEARCH PROJECT

Kindly refer the above subject.

I am writing to you to introduce CHRISTINA M. MAEDA a third year in bachelor of Educatio
from UNIVESITY OF BERGEN

Please allow him to undergo his research on your premises and give the support to fulfill his/he
programme.

Kindly assist him/her accordingly.

DR. EORGE JIDAMVA
FOR: DISTRICT EXECUTIVE DIRECTOR
MOSHI DISTRICT COUNCIL
MOSHI
any. MKURUGENZI MTENDAJI
HALMASHAURI YA WILAYA
MOSHI.