



THE UNITED REPUBLIC OF TANZANIA

NATIONAL AUDIT OFFICE



**PERFORMANCE AUDIT REPORT ON THE AVAILABILITY AND UP-KEEPING OF
PRIMARY SCHOOLS' INFRASTRUCTURE IN TANZANIA**

**MINISTRY OF EDUCATION, SCIENCE AND TECHNOLOGY AND THE
PRESIDENT'S OFFICE - REGIONAL ADMINISTRATION AND LOCAL GOVERNMENTS**



A REPORT OF THE CONTROLLER AND AUDITOR GENERAL

March 2017

THE UNITED REPUBLIC OF TANZANIA



National Audit Office

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PREFACE

The Public Audit Act No. 11 of 2008, Section 28 authorizes the Controller and Auditor General to carry out Performance Audit (Value-for-Money Audit) for the purposes of establishing the economy, efficiency and effectiveness of any expenditure or use of resources in the Ministries, Departments and Agencies (MDA), Local Government Authorities (LGAs) and Public Authorities and other Bodies which involves enquiring, examining, investigating and reporting, as deemed necessary under the circumstances.

I have the honour to submit to His Excellency the President of the United Republic of Tanzania, Dr. John Pombe Joseph Magufuli and through him to Parliament the Performance Audit Report on the Availability and Up-keeping of Primary Schools' Infrastructures in Tanzania.

The report contains findings of the audit, conclusions and recommendations that have focused mainly on primary schools' adherence to registration requirements, inspection of infrastructure, allocation of resources and sanctions issued to defaulters.

The Ministry of Education, Science and Technology and the President's Office - Regional Administration and Local Government have been given the opportunity to scrutinize the factual contents and comment on the draft report. I wish to acknowledge that the discussions with the Ministry of Education and PO-RALG have been very useful and constructive.

My office intends to carry out a follow-up audit at an appropriate time regarding actions taken by the audited entities in relation to the recommendations of this report.

In completion of the assignment, the office subjected the report to the critical reviews of Dr. Joviter Katabaro, Lecturer, University of Dar es Salaam who came up with useful inputs on improving the output of this report.

This report has been prepared by Mr. Andrew E. Kellei - Team Leader, Mr. Kishiwa Magembe, Mr. James I. Nyakia and Mr. Frank Mwalupale - Team Members under the supervision and guidance of Mr. George C. Haule - Assistant Auditor General and Ms. Wendy W. Massoy - Deputy Auditor General.

I would like to thank my staff for their assistance in the preparation of this report. My thanks should also be extended to the audited entities for their fruitful interaction with my office.

A handwritten signature in black ink, appearing to read 'Mussa Juma Assad', with a long, sweeping horizontal line extending from the left side of the signature.

Prof. Mussa Juma Assad
Controller and Auditor General
The United Republic of Tanzania
March 2017

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EXECUTIVE SUMMARY

Enrolments of primary school's pupils in the country have been increasing while the infrastructures have been deteriorating and overcrowded. From 2001 to 2016 the number of enrolled pupils increased from 4.8 Million to 8.3 Million. This increase does not reflect the available infrastructure.

The purpose of this audit was to assess whether the Ministry of Education, Science, and Technology and President's Office -Regional Administration and Local Government (PO-RALG) have taken necessary steps in setting up implementation of the mechanisms for ensuring the availability and maintenance of primary schools infrastructures in the country.

Specifically, the objective of the audit was to assess whether the Ministry of Education, Science and Technology and President's Office - Regional Administration and Local Government Authorities have effectively implemented the mechanisms to ensure availability of adequate infrastructure in primary schools for enhancement of conducive learning environment for pupils.

Schools are registered without meeting the minimum registration requirements

The audit found that, most public schools were registered without meeting the minimum requirements. 94 percent of 17,165 primary schools in the country were registered by Local Government Authorities who are delegated the responsibility of carrying out registration of public schools by the Commissioner for Education and as a result these schools are allowed to operate without meeting the minimum infrastructure requirements.

Primary schools' register did not include all schools

Not all registered primary schools were in the Register of the Ministry of Education as required by the law. The Ministry of Education register of primary schools showed that, there were 13,693 registered primary schools in the country while PO-RALG's Register indicated that, there are 17,166 registered primary schools in the country.

Ineffective Sanctioning of Defaulters of Primary Schools Registration

The audit noted that, sanctions were not issued effectively since the Ministry of Education have only taken lenient actions against defaulters.

Not all schools and their infrastructures were inspected as planned

The schools inspections were conducted contrary to the plans as inspectors were not able to visit all schools as planned. Limitation of resources was mentioned as the main reason for not inspecting all schools as planned.

School inspection pays limited attention to infrastructure

The team noted that, the Ministry of Education has not conducted inspection to every school to check whether school operators consistently complied with primary schools infrastructure requirements. This is due to the fact that, the only inspection which is conducted fully and most likely to cover all aspect of infrastructure is the whole school inspection which is rarely conducted.

Insufficient implementation of the issued recommendations

PO-RALG did not effectively play a role on ensuring that deficiencies identified as part of the schools inspections are addressed. Primary schools are not supposed to operate before fulfilling the minimum infrastructures required. The audit noted that, most of public primary schools were registered and allowed to operate without fulfilling the requirements.

Failure to ensure the implementation of the issued sanctions

PO-RALG did not make enough efforts on ensuring the sanctioned schools were complying with the requirements. The inspection reports in the visited schools showed that, there were rectification notices issued to inspected schools and these notices have been repeating from time to time which means that, PO-RALG did not implement the issued sanctions.

Insufficient funding for development and up-keeping of primary schools' infrastructures

The fund allocated for each financial year starting from 2011/12 to 2015/16 was not satisfactory to cater for the development and maintenance of primary schools' infrastructures in the country.

Lack of sufficient information regarding primary schools infrastructures

PO-RALG and Ministry of Education do not have comprehensive and integrated database which has resulted into lack of information regarding registered schools, inspected and non-inspected schools as well as available and needed resources.

Conclusion

The Ministry of Education and PO-RALG have not effectively implemented the mechanisms to ensure availability of adequate infrastructure in primary schools for enhancement of conducive learning environment for pupils.

Primary schools, particularly public schools have poor, dilapidated and insufficient infrastructures. As a result, 4 Million pupils equivalent to 48 percent of all pupils in the country, did not have classrooms. Similarly, 5.4 Million pupils, equivalent to 65 percent of all pupils did not have latrines. This may be one of the factors which contributes to poor performance of pupils in the country.

Regardless of the tremendous increase of pupils' enrolment in the country, the Ministry of Education and PO-RALG have made little efforts on the establishment and maintenance of primary schools infrastructures in the country.

Recommendations

The Ministry of Education, Science and Technology should:

1. establish mechanisms for ensuring that all primary schools are registered according to the laid down requirements;
2. establish procedures to further prioritize and ensure timely completion of primary schools infrastructures inspections and have a regular follow-up on the recommendations; and
3. ensure that application of sanctions after and during the inspection of primary schools' infrastructure is done as per the stipulated laws and regulations, and conduct periodical follow-ups on the effectiveness of the issued sanctions.

The President's Office-Regional Administration and Local Government should:

1. establish an integrated database system for maintaining and keeping records and information on primary schools' infrastructures that will assist planning for activities regarding the development and up keeping of primary schools' infrastructures in the country;
2. ensure proper allocation of resources (financial and technical personnel) and have mechanism in place to ensure that these

resources are utilized effectively for adequate development and up keeping of primary schools' infrastructures;

3. ensure that there is an articulated plan on follow up of all recommendations issued by school inspectors with regarding to availability and up keeping of primary schools' infrastructures; and
4. ensure that primary schools' infrastructures needs assessment is periodically conducted and required actions are taken on time.

CHAPTER ONE

INTRODUCTION

1.1 Background of the Audit

A situational study by UNICEF in 2014 indicated that though many poor countries have shown significant increase in school participation, sub-Saharan Africa and Southern Asia were still home to the majority of out-of-school children and the main reason being supply-side barriers in terms of school infrastructure and quality.

The Tanzania National Development Vision 2025 on education requires Tanzania to be a nation with high quality of education at all levels producing quality educated people who are sufficiently equipped with the requisite knowledge to solve the society's problems, meet the challenges of development and attain competitiveness at national, regional and global levels.

Despite higher pupils' enrolments in primary schools in Tanzania, the country is still faced with the problem of inadequate infrastructures. The research conducted in Tanzania with Kesho Trust¹ in 2013 indicated that the basic infrastructures like classrooms, teachers' houses, pit latrines and play grounds are major problems.

According to the Primary Education Statistics prepared by PO-RALG, the number of primary schools pupils increased to nearly twenty times from year 1961 to 2016. In the year 1961 the number of primary school pupils was 486,470 and increased to 8.3 million pupils in the year 2016. This has created a significant demand for school facilities.

The Ministry of Education, Science and Technology (Ministry of Education) and President's Office-Regional Administration and Local Government (PO-RALG) are obliged to ensure availability and management of primary schools physical facilities (infrastructure²) such as classrooms, teacher houses, and toilets for teachers and pupils, desks, sport fields, water, drainage, electricity, fire and safety etc.

¹The Kesho Trust is a Non-Governmental Organization which works to facilitate and support community led activities that foster positive relationships between local communities and their natural environment and help safeguard the biodiversity around protected areas.

²For the purpose of this audit, physical facilities may be used interchangeably with the word "infrastructure" which means toilets (pit latrines), teacher houses, desks etc.

Among the efforts taken by the government include the introduction of Water, Sanitation and Hygiene. The initiative intended to reduce the number of risks to pupils resulting from poor sanitation which contribute into lost schools days due to illness or for girls while menstruating, poor pupils school performance and the increased economic burden. Also, other government efforts were to ensure the problem of desks is solved and enough desks are available for all public primary schools in the country.

1.2 Motivation for the Audit

The audit was motivated by the following issues:

- i. Increased pupils' health risk:* Rapid increase in primary school enrolment since the abolition of school fees in 2002 put a heavy burden on existing school infrastructures and particularly on Water Sanitation and Hygiene facilities, which generally were already suffering from poor operation and maintenance.

According to the study conducted by UNICEF, many new schools and classrooms were built with no consideration of Water, Sanitation and Hygiene facilities or if built, they rarely followed standards. The study noted that, children in such schools face increased health risks including diarrhoea, worms and urinary infections - which can hinder their ability to learn and could result to increased absenteeism. Poor attendance often translates into poor performance, and pupils who perform poorly are more likely to drop out early from school.

- ii. Overcrowded classrooms:* According to the report on primary schools in Dar es Salaam: Overcrowded and without sufficient text books issued by TWaweZA (2011)³, primary schools infrastructures in Dar es Salaam Region are overcrowded and the average number of pupils per classroom in the surveyed schools is 81 pupils which is twice the required number of 40 pupils per classroom. This means that the rate of enrolment has doubled while the maximum number of pupils that can be accommodated in the classrooms have remained constant for the period of 15 years.
- iii. Higher pupils to latrine ratio:* According to published Primary Education Statistics in Tanzania for year 2015, Dar es Salaam Region has a pupil-latrine ratio of 101 for boys and 94 for girls. This is far below the norm required pupil: latrine ratio of 25:1 for boys and 20:1 for girls and the impact is more on girls especially on

³A research brief released by Uwazi monitoring at Twaweza on 27th May 2011.

attendance and performance.⁴ This is to say that the number of pupils has increased while the number of latrines has remained constant.

- iv. *Inadequate water supply and sanitation facilities:* poor water supply and sanitation facilities have been a persistent problem over decades in Tanzania. This contributes to poor learning environment, absenteeism, underperformance and higher dropout rates mostly for adolescent girls.

A detailed 2009 study supported by UNICEF and other partners that covered all schools in 16 districts showed that over 80 percent of schools lacked functioning hand-Water, Sanitation and Hygiene facilities.

Due to significant social-economic risks and the need to provide quality education to pupils, the management of the National Audit Office of Tanzania decided to conduct a Performance Audit focusing on the availability and up keeping of primary schools infrastructure in Tanzania so as to identify and recommend on areas for further improvement.

1.3 Design of the Audit

1.3.1 Audit Objective

The audit objective was to assess whether Ministry of Education, Science and Technology and President's Office -Regional Administration and Local Government Authorities have effectively implemented the mechanisms to ensure availability of adequate infrastructure in primary schools for enhancement of conducive learning environment for pupils. Specifically, the audit assessed:

1. the extent to which primary schools adhere to the minimum registration requirements of the infrastructure;
2. whether the inspection of Primary schools' infrastructures are adequately conducted and the identified weaknesses are addressed thereof;
3. whether needed resources (financial and technical personnel) are allocated in order to ensure adequate primary schools' infrastructures; and

⁴Education Equity and Quality. http://www.unicef.org/tanzania/6911_10874.htm cited on 7th March 2016.

4. the extent of which sanctions are issued to defaulters of primary school registration requirements.

1.3.2 Scope of the Audit

The audited entities were the Ministry of Education, Science and Technology and President's Office-Regional Administration and Local Government (PO-RALG). The Ministry of Education is responsible for registration and inspecting schools for compliance to the establishment and registration requirements. While, PO-RALG is responsible for establishment of adequate primary schools' infrastructures and ensuring infrastructures are maintained.

The audit focused on the extent of adherence to registration requirements, infrastructure inspections, resources allocation for the enhancement and improvement of infrastructures. Also the audit focused on assessing the actions taken against defaulters of primary school registration requirements.

The audit covered a period of five financial years from 2011/2012 up to 2015/2016 because in year 2011 the government introduced free primary education and so abolished school fees from pupils' parents and guardians.

The capitation grant which was introduced in 2002 intended to replace revenue lost by schools. Four years later, the audit aimed at establishing the trend of improvements or increases of the infrastructure problem in relation to time. The audit also assessed the impacts of increase of pupil enrolments to school infrastructure during this period.

The audit team visited and collected information from nineteen primary schools (both private and public) selected from six different regions with geographical coverage of the whole country. The selection of public and private primary schools aimed at understanding how public and private schools are treated by the same laid regulations but also on the best practices from both sides.

The audit did not cover Secondary Schools because there were initiatives of ensuring every ward in the country is having its own secondary schools and the number of classrooms substantially improved.

The information collected from selected primary schools was compared and cross-checked with the information collected from head offices of the audited entities which covered the whole country and the team was able to conclude on the general performance.

1.3.3 Methods of data collection and analysis

Sampling techniques used

The team used purposive sampling and stratified sampling to determine and decide on the regions and Local Government Authorities to be covered during the audit. All regions in the country were grouped in strata representing seven geographical zones of the country (Eastern, Western, Lake, Northern, Southern, Southern highlands, Central Zones).

The team selected purposively six regions from seven zones. Two regions from each primary schools' performance category known as very good, good and average (of which the results were computed by the average performance of regions in Primary Schools Leaving Examination of year 2011 to year 2015). Dodoma, Manyara, Geita, Njombe, Katavi and Mtwara regions were selected as presented in Table 1.1 and 1.2.

In each region, one council was selected. The selection of Local Government Authorities was based on their performance in Primary School Leaving Examinations. The Team combined relatively best performing, average and below performing Local Government Authorities in each region. Details is as seen in *Appendices 4.3 and 4.3.1*.

From each council, two public primary schools and two private primary schools were selected and visited. Visited schools were selected according to the year 2015 performance in primary schools leaving examinations. The schools were selected in two categories namely low performing and high performing from both public and private. In the absence of private schools in the selected Local Government Authorities, one medium performing public primary school was added to the list.

Details of how the regions and Local Government Authorities were selected are presented in *Appendices 4.3 and 4.3.1*.

Table 1.1: Criteria and selected Local Government Authorities

Criteria	Geographical Zone	Regions	Local Government Authority
High Performance	Western zone	Katavi	Mpanda DC
	Lake zone	Geita	Geita TC
Medium Performance	Southern Highlands zone	Njombe	Makambako TC
	Northern zone	Manyara	Mbulu DC

Criteria	Geographical Zone	Regions	Local Government Authority
Low Performance	Central zone	Dodoma	Mpwapwa DC
	Southern	Mtwara	Nanyumbu DC

Table 1.2: Selected Primary Schools

School Category	Local Government Authority	High Performing school	Medium performing school	Low Performing school
Public schools	Mpanda DC	Kasekese	-	Lugonesi
	Geita TC	Ikulwa	-	Simbaguji
	Makambako TC	Azimio	-	Idofi
	Mbulu DC	Endagew		Masakta
	Mpwapwa DC	Kikombo	Mpwapwa	Kiboriani
	Nanyumbu DC	Mangaka	Likokona	Nanyumbu 1
	Geita TC	Waja springs	-	FTM
	Makambako TC	Singrid	-	-
	Mbulu DC	LEA	Dongobesh Viziwi	-

Data collection

In order for the audit to come up with concrete and relevant qualitative and quantitative statistical data to answer the audit questions, the team used three methods for data collection. These methods includes: *interviews, review of documents and physical observations.*

(i) Documents review

The team reviewed documents in order to get comprehensive, relevant and reliable information of availability and up-keeping of primary schools' infrastructure. The team also wanted to seek evidence of the information obtained through interviews and physical observations. The reviewed documents fell within the period under audit i.e. 2011/12 up to 2015/16.

The reviewed documents included: (1) *Planning documents* - Strategic plans and annual plans (2) *Performance and progress reports* - school inspection reports, performance reports, school inspection implementation reports, (3) *Monitoring and Evaluation reports* - annual performance reports, statistical data, research reports and

audit reports. More details on the documents reviewed can be seen in *Appendix 2.1*

(ii) Interviews

Interviews were conducted with officials from Ministry of Education, PO-RALG, visited Local Government Authorities and primary schools. This aimed at obtaining information and clarification on areas that could not be defined through reviewed documents and clarification on raised issues. Officials at the management and operational levels were interviewed according to their responsibilities and position they held in the relevant organization.

Officials involved in the interviews were randomly selected according to their line of duties and the responsibility they had as far as the subject of the audit was concerned.

The interviewed officials included: (1) *at management level* - Directors, Assistant Directors, Heads of Sections/Units and Head Teachers; (2) *at operational level* - School Inspectors, Accreditation Officers, Economists, Engineers, Technicians, Health Officers, Planners, Primary Schools Coordinators and School committees members.

More details on the interviewed officials can be seen in *Appendix 2.2*.

(iii) Physical observation

Auditors conducted physical observations through various primary schools visits. On physical verifications, the team conducted inspection on compliance to the registration standards. This included inspecting the availability and condition of water supply, classroom condition, desks, toilets, classroom floor, fire-fighting equipment, lighting and ventilation, locations of the schools and the general surroundings.

Auditors conducted physical observations in nineteen primary schools visits. On physical verifications, the team aimed to observe the existing situation on primary schools so as to be able to relate with information collected during interviews and from reviewed documents. The team conducted a physical inspection of the quantity and quality of classrooms, desks and toilets to assess the extent of compliance to the registration standards.

More details of the visited schools and the reasons for visit is presented in *Appendix 2.3*.

Data analysis

Data collected were analysed using different approaches of both quantitative and qualitative methods.

The quantitative data were analysed and compiled using various software for data analysis such as excel and stata. Then the analysed data were presented through different ways including using data tabulations in tables, histograms, line graphs and percentage distribution.

Qualitative data were also analysed and compiled. Most of the qualitative data arisen through testimonials. Therefore, interview results were tabulated in a table and all together were analysed to compare the responses of various interviews. Then the general understanding of the results of interview per each audit question were compiled and presented in the report.

Similarly, photographs were taken during the physical observations and they were described and presented in the report together with supporting explanations to aid the reader to comprehend the presented message.

1.3.4 Assessment criteria

The criteria to assess the four sub-objectives regarding adherence to registration requirements, inspection of infrastructure, allocation of resources and issued sanctions were drawn from different source documents including Education policy, Education Act, Guidelines, Inspection/Inspectors handbooks and strategic plans as detailed hereunder:

(i) Registration of Primary schools

The Education Act Cap 353 of 2002 requires the commissioner NOT to grant approval for the establishment of any school unless owners and managers of all schools ensure that standard infrastructure and facilities are of good quality, available in adequate quantity and are regularly maintained.

Similarly, the Guideline for construction of Primary school buildings and furniture of 2008 gives a minimum infrastructure requirement for a single streamed school with standard I-VII of 40 pupils to at least 6 classrooms with desks and toilets with 12 holes for pupils and 2 holes for teachers.

(ii) Inspection of Primary schools infrastructure

Education Act Cap 353 requires the Commissioner to cause every primary school to be inspected for compliance of the infrastructure establishment requirements and make follow up on the rectification of observed problems on physical infrastructure.

Also, hand books for school inspection and school inspectors require the Ministry of Education to ensure that, every school is inspected once in an academic year for compliance to the registration requirements and whole school inspection to cover all aspects of Infrastructure.

(iii) Allocation of needed resources for the availability and up-keep of primary school infrastructures

The Education Sector Development Program (2008 - 2017) requires PO-RALG to set aside a significant budgetary allocation for establishment of educational infrastructure. Primary schools are expected to be financed through development grants for construction of new classrooms and infrastructure rehabilitation.

PO-RALG is required to provide a capitation grant of TZS 10,000 per primary school pupil per year nationwide, of which 30 percent should be used for infrastructure maintenance and rehabilitation.

Furthermore, the Education Policy (2014) requires PO-RALG to ensure availability of a good employment system in the education sector so as to fulfil needs, availability and human resource management for the development of education sector.

Also, the PO-RALG functions and Organization structure requires skilled personnel be assigned responsibility of primary school infrastructure management.

(iv) Enforcement of sanctions to defaulters

Education Act requires a Commissioner to give notice in writing to the Manager/Head teacher in case of non-compliance to infrastructure requirements. The Commissioner may specify in the notice any period of time within which the directions contained in the notice must be complied with.

More details of criteria and sources are as presented in ***Appendix 1.1.***

1.4 Standard used for the audit

The audit was conducted in accordance with Performance Auditing Guidelines issued by the International Organization of Supreme Audit Institutions (INTOSAI) and the Performance Audit Manual of the

National Audit Office of Tanzania. The INTOSAI general auditing standards states that the audit and the Supreme Audit Institutions must be independent, possess required competence and exercise due care to provide a guide on execution and reporting of audit findings.

These standards guided the team to obtain sufficient and appropriate evidence to provide a reasonable basis for the findings and conclusions based on the audit objectives.

1.5 Data Validation Process

The Ministry of Education and the President's Office - Regional Administration and Local Government who were the audited entities were given the opportunity to go through the draft report and comment on the presented figures and information.

Similarly, the information obtained was cross-checked and discussed with subject matter experts in the field of primary schools infrastructures management in Tanzania to ensure its validity as presented in this report.

1.6 Structure of the Report

The remaining parts of the report cover the following:

Chapter two

- describes the roles of the Ministry of Education and President's Office - Regional Administration and Local Government on the schools registration, inspection, resource allocations and enforcement of sanctions. Also Education Act and policy statements, strategic goals and objectives governing availability and up keeping of primary schools infrastructure Tanzania;

Chapter three

- provides an account of the findings which provides answers on the implementation of the mechanisms for ensuring availability of adequate physical infrastructure such as classrooms, teacher houses and toilets for teachers and pupils in primary schools for enhancement of conducive learning environment for pupils;

Chapter four

- provides conclusions of the audit; and

Chapter five

- outlines recommendations which can be implemented by audited entities in order to improve the situation.

CHAPTER TWO

SYSTEM FOR ENSURING AVAILABILITY AND UPKEEPING OF INFRASTRUCTURE IN PRIMARY SCHOOLS

2.1 Introduction

This chapter describes the system for ensuring availability of adequate infrastructure in primary schools for enhancement of conducive learning and teaching environment for pupils. It covers five main areas namely: governing policy and legal framework; standard and specification requirement for primary schools infrastructure; strategic goals and objectives; roles and responsibilities of the Ministries and process description for development and up keeping of primary schools infrastructures.

2.2 Policy and Education Act

This part explains the Policy and Education Act regarding primary schools establishment, registration and inspection.

2.2.1 The Education Policy of 2014

The policy provides directives that necessitate the primary school to have enough and accessible proper infrastructure that create conducive teaching and learning environment for pupils.

2.2.2 Education Act Cap 353 of 2002

The Education Act Cap 353 section 14 and 15 (1) (c) requires a written approval of the Commissioner for establishment of a primary school. The Commissioner should not grant approval for the establishment of any school unless owners and managers of all schools ensure that standard infrastructure and facilities are of good quality, available in adequate quantity and are regularly maintained.

Section 42 requires the Commissioner to cause every primary school to be inspected for compliance of the infrastructure establishment requirements.

Section 44 of the Act requires a Commissioner to give notice in writing to the Manager/head teacher in case of noncompliance to infrastructure requirements. The Commissioner may specify in the notice any period of time within which the directions contained in the notice must be complied with.

2.3 Standard and specification requirements for primary schools infrastructures

Guidelines for construction of Primary Schools issued by Ministry of Education under the Directorate of Policy and Planning (2008) requires all constructed primary schools to comply to the infrastructure requirements. This can be achieved through the construction of infrastructure that would suffice the needs of pupils and teachers. The expected user of the Guide is all parties interested in building primary schools (schools owners).

All school owners/school management should ensure that they comply with the requirements of the guide from the time of school establishment and throughout the school existence.

The following are the minimum requirements for primary school establishment as far as infrastructure is concerned:

School Buildings:

- a) A school must have sufficient and permanent buildings made of cement blocks, stones and cement or burnt bricks; and
- b) All buildings should be roofed by corrugated iron or aluminium roofing sheets.

A classroom

- a) The Ministry's circular regarding primary school is 40 pupils per class;
- b) A single streamed school with standard I-VII of 40 pupils in each class must have at least 6 rooms. Standard I-II one room and standard II to VII five rooms;
- c) Space requirement is approximately 1 square meter per pupil including circulation area;
- d) Blackboard set back is not less than 2 meters from the first row of pupil's desks; and
- e) A classroom must have desks, lockable shelf, a table and chair for teacher, one pin board at the rear and walls should be fully used with pictures, maps, diagrams, pupil's good works etc.

Toilets

- a) Pit latrines should be constructed where there is no possibility of getting tap water. Should be not less than 20 meters from the classes and should be constructed in such a way that, wind does not blow towards the classes;
- b) The ratio should be 25:1 for boys and 20:1 for girls. The depth of pit should not be less than 3meters;
- c) For disabled they should be spacious with doors not less than 1m wide to accommodate wheel chair to pass through and park;

- d) Teachers toilet should consist of two pits; one for males and other for females; and
- e) Toilets for boys should consist of pits with urinal facility.

2.4 Strategic goals and objectives

The Ministry of Education, Science and Technology and President's Office -Regional Administration and Local Government have set strategic goals and objectives for the provision of primary education. The goals and objectives are highlighted in their respective strategic plans.

2.4.1 Strategic goals and objectives of the Ministry of Education

According to Ministry of Education strategic plan the main goals and objectives for availability and up keeping of infrastructures is stated as:

1. Expansion of learning and teaching physical facilities to increase accessibility of boys, girls and children including those with special needs in rural and urban areas; and
2. Strengthening quality assurance, control systems of schools physical infrastructure by emphasizing on school inspection and ensuring schools adherence to registration standards.

2.4.2 Strategic goals and objectives of the PO-RALG

According to PO-RALG strategic plan the main goals and objectives for availability and up keeping of infrastructures are stated as:

1. Facilitating delivery of education services by ensuring physical facilities are expanded and proportions of infrastructures against learners meeting minimum standards; and
2. Coordinate management and administration of all primary schools and their facilities to enable infrastructure development and maintenance.

2.5. Roles and responsibilities of the Ministries

2.5.1 Main function of Ministry of Education

The Ministry of Education, Science and Technology is mandated to formulate, monitor and evaluate the implementation of policies to ensure control of quality of education in the country.

- a) The specific responsibilities of Ministry of Education regarding establishment, registration and inspection of primary schools includes:
- b) Registration of primary schools;
- c) Developing and issuing guidelines and regulations on registration of schools;
- d) Scrutinize applications for ownership and establishment of schools;
- e) Prepare and issue certificates of registration of schools;
- f) Maintain and up-date a register of schools;
- g) Inspecting primary schools before and after registration;
- h) Set targets, guidelines and co-ordinate inspection of primary schools;
- i) Inspect and recommend strategies for improving the quality of primary schools; and
- j) Monitor the implementation of recommendations issued.

2.5.2 Main function of President's Office, Regional Administration and Local Government

President's Office, Regional Administration and Local Government is mandated to coordinate the management and administration of primary schools through the Basic Education Coordination Division and the Local Government Authorities. PO-RALG through District Directors has to ensure that all primary schools are having adequate infrastructure.

The specific responsibilities of the President's Office - Regional Administration and Local Government regarding construction and up keeping of primary schools' infrastructures include:

- a) Registration of primary schools through local government authorities;
- b) Creating and maintaining databases for primary schools infrastructure;
- c) Preparing and disseminating operational guidelines and circulars on management and administration of primary education;
- d) Analysing reports on school buildings and infrastructure and assets; from Regional Secretariats and conduct spot inspection where necessary ;
- e) Consulting with the Ministry for Finance regarding funding of administration and management of Primary Education ;
- f) Review guidelines and circulars on administration of Primary Education for Regional Secretariat and Local Government Authorities;
- g) Certifies copies of primary school buildings drawings through District Engineers; and

- h) Certifies the preparedness of establishing a school and the safety and health of the learning environment through District Education personnel, District Civil Engineers and District Health Officials.

2.6 Processes for developing and up-keeping primary schools infrastructure

The overseer of primary schools infrastructures is the responsibilities of the Ministry of Education while the development and up keeping of those primary schools infrastructures is the responsibility of PO-RALG. The section here below describes the expected process needed to ensure the availability and up keeping of primary schools infrastructures.

2.6.1. Establishment and registration of primary schools

Education Circular No. 10 of 2011 stipulates that, registration of schools is a continuous process which should repeat after every four (4) years to ensure schools adheres to registration standards. Ministry of Education, Science Technology and Vocational Training through the Office of Commissioner for Education is responsible in ensuring schools adheres to the registration standards.

The following is the procedures/stages for primary school establishment and registration as stipulated in the guideline for registration of school of 1982:

Stage One: Ministry Permit to Build a School

Application in writing is made to the Commissioner of Education requesting a permit to build a School. The request letter should attach client's project proposal, copies of a school site plan; copies of buildings drawings which are certified by the District Engineer, certificate of or evidence of ownership of land and building permit. Permit to build a school is granted by the Commissioner of Education by issuing a written document. Construction of a School can begin after a permit is granted.

Stage Two: Approval of Owner and Manager of a School

The school owner should apply for approval of ownership and manager of school. The application should be posted to the LGA which is expected to provide an assessment to the Commissioner for Education.

While this application is being processed, the owner should be engaged in building the school infrastructure, procure school furniture/teaching and learning materials, identify potential human resources. The school

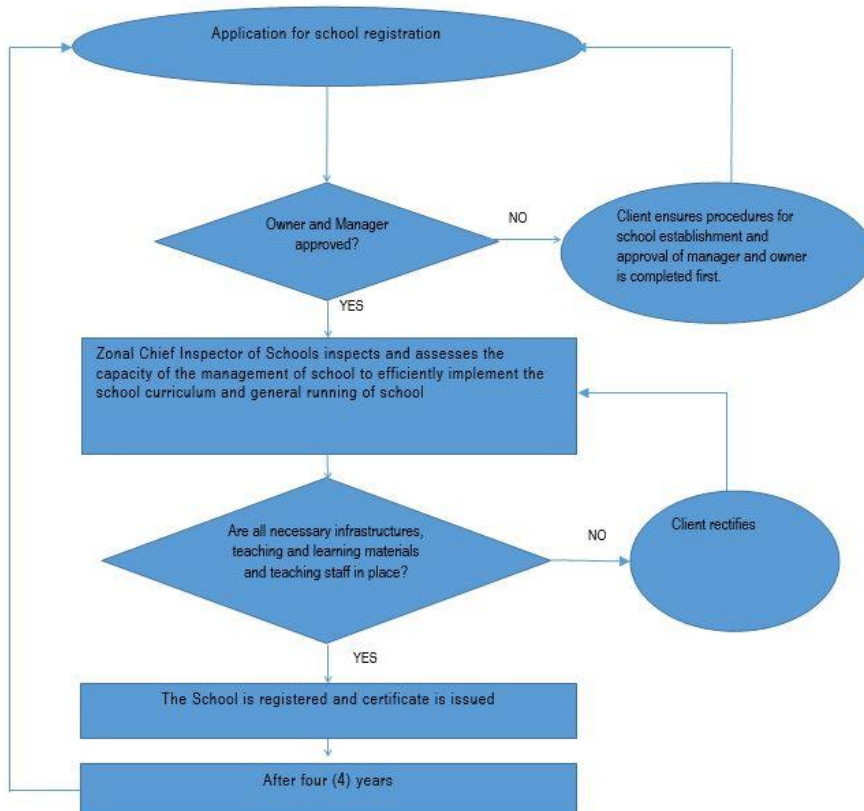
site is inspected by the District authorities including the District Building Engineer, the District Health Officer and the District Chief Inspector of Schools.

If considered successful, the commissioner for education will approve the Manager and the Minister will approve the owner in writing.

Stage Three: Registration of a school

The school owner should apply to the Ministry to seek registration of a school when all school structures, furniture/teaching and learning materials; adequate human resources have been procured. This application is sent to the Zonal Chief Inspector of School who will carry a special inspection to verify adequacy of preparations by the owner then recommend to the Commissioner for Education depending on the outcome of the special inspection.

Figure 2.1: Process description for School registration



Source: Ministry of Education- Guideline for schools registration of 1982

2.6.2 School Inspection

According to Section (41-44) of the Education Act Cap 353, Ministry of Education is responsible for enforcing compliance with Primary schools registration requirements through inspections conducted across all primary schools in the country. The fundamental objective of inspection among others is to ensure that primary schools infrastructures are in conformity with the registration requirements set in the Education Act and its regulations.

Types of inspection that covers infrastructure include:

1. **Whole school inspection** which looks into all aspects of the school as a place of learning. It focuses on all subjects, management and organization, infrastructure and environment;
2. **Follow-up Inspection** which is conducted on a school previously inspected to assess the extent of progress made since the initial inspection; and
3. **Special Inspection** which deals with specific issues that are the requirement of the Act such as Inspection for registration of a school.

In registering and re-registering of primary schools, it is the responsibility of the Zonal Chief Inspectors of School to carry out a special Inspection to verify adequacy of the teaching and learning environment of primary school. Then they recommend to the Commissioner for Education whether the school is worthy registration or not.

2.6.3 Allocation of resources for development and maintenance of Primary Schools' Infrastructures

Primary education sector is being funded through Government grants which is spread across a number of votes including those of Ministry of Education, Science and Technology; President's Office - Regional Administration and Local Government Authorities; Public Service Commission (Teachers' Service Commission); Regions- social service support (education material, supplies and services).

The decentralisation of some educational operational responsibilities to local levels is being extended to cover administration of primary schools. In this case, Ministry of Education retains the responsibility for educational policy and sector-wide coordination and work closely with PO-RALG, Ministry of Finance and Local Government Authorities to coordinate the flow of funds to local levels (and to institutions) for all primary education sector activities.

Education Sector Development Programme (2008-2017) recognised the need for investments in infrastructure such as teachers' houses,

libraries, laboratories, workshops, administration blocks and adequate consumables.

Education Sector Development Programme considered the following assumption to be realistic over the ten year programme (2008-2017):

- i. The inflation rate averaging around 3.5-4.5 percent per year;
- ii. A real Gross Domestic Product growth rate of between 6-8 percent per annum;
- iii. Government allocating an average of 22 percent of its total expenditure to the education sector;
- iv. Government revenue as a share of Gross Domestic Product averaging 16-17 percent;
- v. Development Partners contributing to budget support; and
- vi. Community participation.

Allocation of fund for development of new infrastructure and maintenance of existing infrastructure

Local Government Authorities sets aside funds from own source for infrastructure development and maintenance. There should be a stock taking of school inventories to determine school needs on the basis of which development funds are allocated to Local Government Authorities and thus to schools.

The capitation grant was introduced to replace revenue lost by schools due to the abolition of school fees and contributions. The capitation grant aims at financing the purchase of textbooks and other learning and teaching materials, funding school infrastructure repairs, administration materials and examination expenses. The amount intended is TZS10, 000 per pupil per year.

Allocation of technical personnel for management of primary schools infrastructure

Education Sector Development Programme (2008-2017), intended to address major challenges facing the education sector which includes the upgrading of the physical facilities and infrastructure at primary schools to facilitate expansion of enrolment. In addressing these challenges the Education Sector Development Program focused on production of technical and skilled personnel for infrastructure development and management.

Technical and skilled personnel are expected to manage all infrastructure related work in all primary schools in their area of jurisdiction. The task includes all stages during new developments and maintenance of physical facilities.

There are 572 Engineers in 181 Local Government Authorities and 17, 166 primary schools in the country.

2.6.4 Sanctioning the defaulters of non-adherence to registration requirements

Section 60 of the Education Act Cap 353 stipulates punishment for those who will be guilty of an offence and shall be liable on conviction to a fine not exceeding ten thousand shillings or, in the case of a second or subsequent offence, shall be liable to that fine or to imprisonment for a term not exceeding six months, or to both that - fine and imprisonment, and in every case where the offence is a continuing one, with an additional fine not exceeding three thousand shillings in respect of every day during which the offence continues. This will be applicable to any person who:

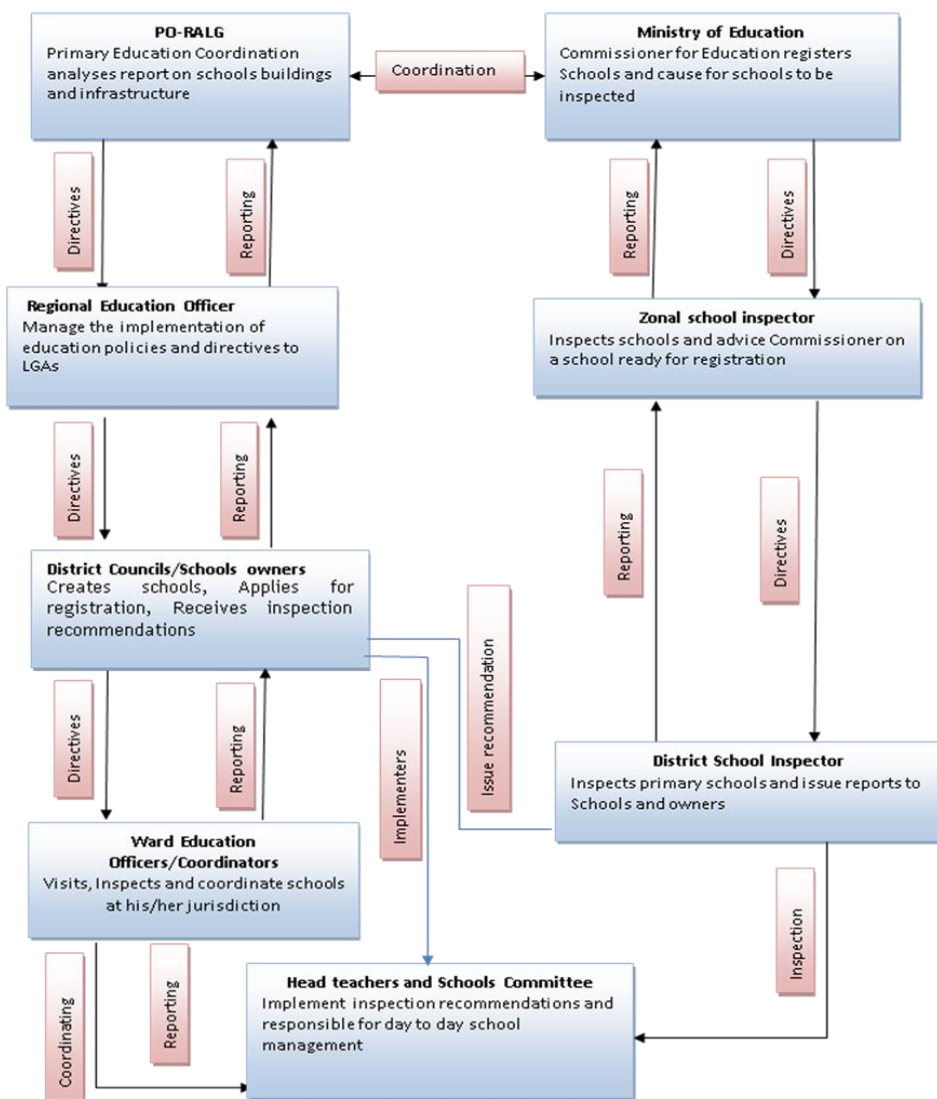
- (i) establishing or maintaining any school without having been approved by the Minister as its owner, or continues to maintain the school after the approval has been withdrawn; or
- (ii) conducts any school without having been approved by the Minister as its owner, or without having been approved by the Commissioner as the manager; or
- (iii) establishes or maintains any school which is not registered ; or
- (iv) obstructs, resists or impedes the Commissioner or an inspector in the exercise of his duties.

Furthermore, Section 164 (3(b) & 4) of Public Health Act of 2009 stipulates that, “The officer may order a school to be closed until the requirements have been complied with”.

The same Public health Act stipulates that, the offenders shall be liable to a fine not exceeding one million shillings or imprisonment for a term not exceeding six months or to both.

Relationship between key players in primary schools’ infrastructure availability and up keeping is as presented in figure 2.2.

Figure 2.2: Relationship between key players in primary schools' infrastructure availability and up keeping



CHAPTER THREE

FINDINGS

3.1 Preamble

This chapter presents findings which provide answers on the implementation of the mechanisms that ensure the availability of adequate infrastructure such as desks, classrooms and toilets for enhancement of conducive learning and teaching environment for pupils and teachers.

The findings presented show the existing situation of the primary schools infrastructure at the National level, Visited Local Government Authorities and schools. Also the findings will provide answers to specific questions of adhering to primary schools registration requirements, inspection of primary schools infrastructures, allocation of financial and human resources as well as issued sanctions to primary schools registration defaulters.

3.2 The situation of physical facilities of primary schools in the country

This section provides the existing situation of classrooms, latrines and desks at National level, at visited Local Government Authorities and primary schools both public and private.

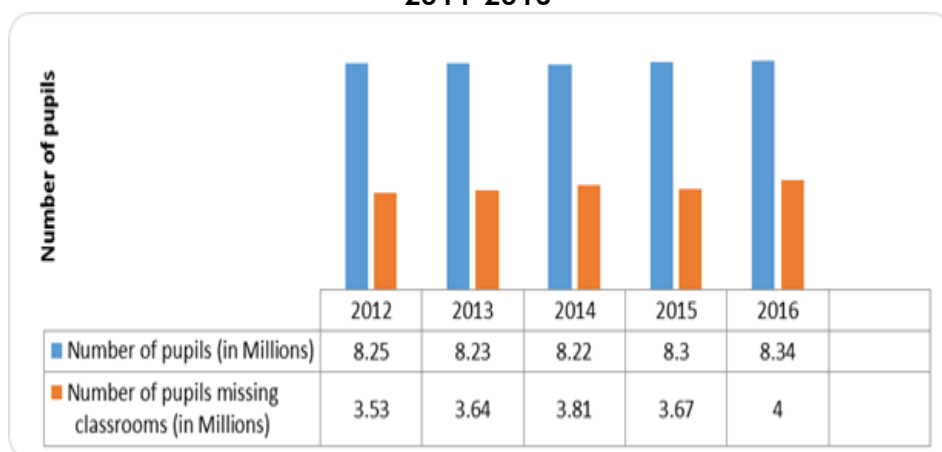
3.2.1. Situation at the National Level

This part presents the situation of classrooms, latrines and desks at national level as follows:

i. Situation of Classrooms

The government has made huge primary schools enrolments in the last five years from 2011 to 2016. Analysis of the available statistics showed that, currently there are 8.34 Million pupils enrolled in public primary schools while the available classrooms in the whole country are 108,488 instead of 208,540. This makes an average number of pupils sitting per classroom in the whole country to be 77 instead of 40 pupils which is an excess of 93 percent of the classrooms capacity. The situation is as seen in Figure 3.1.

Figure 3.1: Analysis of classrooms in primary schools in the country, 2011-2016



Source: Open.data.go.tz and PO-RALG Primary education statistics, 2016

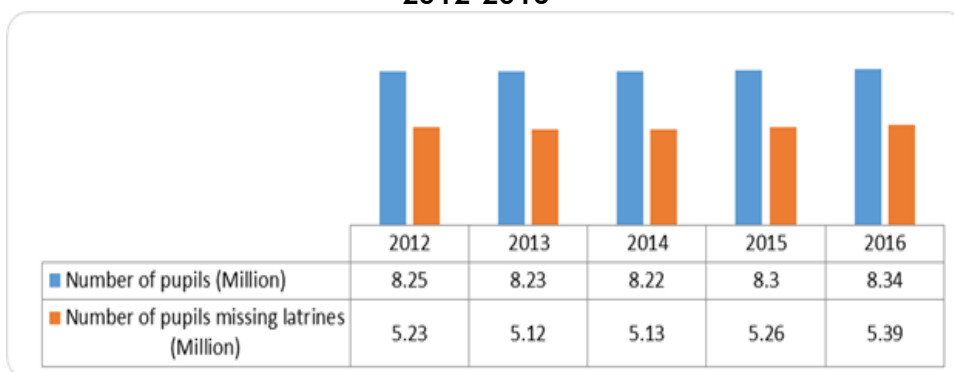
From Figure3.1, the analysis indicates that, in five consecutive financial years of 2011/12 to 2015/16, an average of 3.73 million pupils which is equivalent to 48 percent did not have classrooms condition that impacts on the delivery of quality education of primary schools in the country.

The audit noted further that, in 2012 about 3.53 Million pupils which is equivalent to 43 percent were enrolled without having classrooms. The rate increased to 48 percent in 2016. This is an increase of 5 percent in five consecutive years; whereby about 4 Millions pupils did not have classrooms. The drop of 117,907 classrooms in year 2012 to 108,488 classrooms in year 2016 was explained as due to dilapidation of classrooms caused by inadequate maintenance and rehabilitation.

ii. Situation of Latrines

The standard requires latrine-pupil ratio of 1:25 for boys and a ratio of 1:20 for girls. Statistics indicated a significant shortage of primary schools latrines leading the latrine-pupil ratio in the country rise to 1:57 for boys and 1:56 for girls' which is more than two times the required standards. Figure3.2 analyses the situation in the country.

Figure 3.2: Analysis of latrines in primary schools in the country, 2012-2016



Source: Auditors' Analysis of Statistics from PO-RALG, 2016

Based on Figure 3.2, the audit team analysis found that, an average of 5.24 million pupils in the country do not have latrines for the last five years from 2012 - 2016. Up to the time of this audit, it was noted that 5.39 million pupils which is equivalent to 65 percent of all pupils in the country did not have latrines. This is caused by lack of 265,519 latrines in the country.

iii. Situation of Desks

Each classroom is required to have adequate desks to accommodate forty pupils and every pupil should be seated. Recently, the government has undertaken huge investments and campaign to ensuring availability of adequate desks in every primary school in the country.

Despite these efforts, up to the time of this audit, the audit team identified that 1.1 million pupils in the country did not have desks as indicated in Table 3.1:

Table 3.1: Analysis of desks in primary schools in the country, 2012-2016

Year	Number of pupil (Million)	Desks available	Desks missing (in thousands)	Number of pupils missing Desks	% of required Desks
2012	8.25	1.98	736	2.21	27
2013	8.23	2.01	789	2.37	29
2014	8.22	1.96	813	2.44	30
2015	8.3	1.93	656	1.97	24
2016	8.34	1.78	368	1.1	13

Source: Auditors' Analysis of Statistics from PO-RALG, 2016

From Table 3.1, the audit noted improvements on ensuring availability of desks in primary schools in the county comparing to the alarming problems on latrines and classrooms. In 2015 around 24 percent of primary schools did not have desks but when checked in 2016, the situation was found to have improved.

Ratio of Desks to Classrooms

Auditors' analysis revealed that, the significant effort to increase the number of desks has resulted into more desks staying outside classrooms unused where they are affected by weather changes such as rain, sun and dust. Analysis showed that, the available desks can accommodate 5.07 million pupils while the available 108,488 classrooms can only accommodate 4.34 Million pupils leaving either 731,376 pupils sitting outside their classrooms with their desks or having 243,792 desks lacking classrooms.

However, responding to this issue during factual clearance meeting, PO-RALG officials told the audit team that, the challenge of classrooms shortage is their key priority and they have informed all Local Government Authorities to involve communities in solving infrastructure deficits and also to set aside budget for classrooms construction.

3.2.2. Situation in the Visited Local Government Authorities

The existing situation of classrooms, latrines and desks at visited Local Government Authorities is as presented hereunder:

i. Situation of Classrooms in the Visited Local Government Authorities

The team analysed classrooms situation in the visited Local Government Authorities as presented in Table 3.2

Table 3.2: Situation of classrooms in the visited Local Government Authorities

Local Government Authorities	Number of Pupils	Number of Classrooms available	Number of Pupils Missing Classrooms	% of classes missing
Geita	52,425	410	36,000	69
Mpanda	39,279	314	26,720	68
Mpwapwa	62,004	798	30,080	49
Nanyumbu	34,347	464	15,800	46
Makambako	19,964	298	8,040	40
Mbulu	40,514	676	13,480	33

Source: Auditors Analysis of Statistics from PO-RALG, 2016

Table 3.2 shows that, the number of pupils missing classrooms ranges from 33% in Mbulu to 69% in Geita region. Further analysis showed that, an average ratio for classroom-pupils in the visited Local Government Authorities stands at 1:86 while the national ratio is 1:77. The audit analysis also noted that, in the five Local Government Authorities visited, an average of 22,864 pupils (equivalent to 53 percent) did not have classrooms.

ii. Situation of Latrines in the Visited Local Government Authorities

During the site visits in six selected districts, it was noted that, the lowest latrine to pupils' ratio was 1:28 while the highest ratio was 1:79 as indicated in Table 3.3

Table 3.3: Analysis of latrines in the visited Local Government Authorities, 2016

Local Government Authorities	Number of Pupil	Number of latrines available	Number of Pupils missing latrines	% of the required Latrines
Mpanda	39,279	497	29,340	75
Mpwapwa	62,004	805	45,900	74
Geita	52,425	708	38,260	73
Nanyumbu	34,347	719	19,967	58
Mbulu	40,514	1,228	15,960	39
Makambako	19,964	713	5,700	29

Source: Auditors analysis, visited Local Government Authorities, 2016

Table 3.3 shows that, Mpwapwa, Mpanda and Geita, faces high deficit of latrines ranging from 73 to 75 percent. This has resulted into having an average number of 55 pupils using one latrine in the six visited Local Government Authorities. All six visited Local Government Authorities did not comply with standard requirements of latrines to pupils' ratio.

iii. Situation of Desks in the Local Government Authorities

During site visits, the audit noted that, the level on the availability of desks was worse in Geita region where 69 percent of the primary schools pupils did not have desks. On the other hand, the audit noted that in Mpwapwa and Mbulu Districts, 49 percent and 37 percent of pupils miss desks respectively as depicted in Table 3.4.

Table 3.4: The situation of desks in the visited Local Government Authorities, 2016

Local Government Authorities	Number of Pupils	Number of Desks required	Number of Desks Missing	Number of Pupils Missing Desks	% of Desks missing
Geita	52,425	17,475	8,466	25,398	69
Mpwapwa	62,004	20,668	4,556	13,668	49
Mbulu	40,514	13,504	4,967	14,901	37
Mpanda	39,279	13,093	902	2,706	7
Makambako	19,964	6,655	-	-	-
Nanyumbu	34,347	11,262	-	-	-

Source: Auditors' analysis of statistics from visited Local Government Authorities, 2016

Table 3.4 shows the situation of missing desks in the visited Local Government Authorities which ranges from 37 percent to 69 percent while the situation at National level shows 13 percent missing desks.

3.2.3. Situation in the visited primary schools

The existing situation of classrooms, latrines and desks at visited public and private primary schools.

Situation at the visited public Primary Schools

i. Situation of Classrooms in the visited Public Primary schools

The audit team visited 14 public primary schools and noted that the school infrastructures were not in good condition. Two schools out of 14 had a required ratio of number of pupils per classroom i.e. 40 pupils in the class. In this regards, it was noted that, nine public primary schools were overcrowded with pupils' ratio of an average ranging from 59 to 356 pupils in each classroom.

For example, up to the time of the audit, the visited schools like Kasekese primary schools had an average of 356 pupils in the classroom that is eight times the required standards. Simbaguji and Ikulwa primary schools located in Geita had an average of 132 and 125 pupils respectively in the classroom that is three times the required standard number of pupils per classroom. The classrooms were overcrowded as seen in Table 3.5 below:

Table 3.5: Number of pupils per classrooms in the visited public primary schools

School Name	Local Government Authorities	Classroom-pupils ratio
Kasekese	Mpanda DC	1:356
Simbaguji	Geita TC	1:132
Likokona	Nanyumbu	1:128
Ikulwa	Geita TC	1:125
Mangaka	Nanyumbu	1:105
Lugonesi	Mpanda DC	1:95
Mpwapwa	Mpwapwa DC	1:77
Azimio	Makambako TC	1:75
Kiboriani	Mpwapwa	1:70
Idofi	Makambako TC	1:66
Nanyumbu 1	Nanyumbu	1:61
Endagew	Mbulu DC	1:59
Kikombo	Mpwapwa DC	1:33
Masakta	Mbulu DC	1:30
Mean		1:101
Median		1:76
Range		1:326

Source: Auditors' Analysis of the Statistics from visited Schools, 2016

Table 3.5 shows that, at school level, the average classroom to pupils' ratio (mean) was 1:101, difference between the highest and minimum ratio (range) was 326 pupils. This explains that, while in Mbulu district 30 pupils were sharing one classroom, in Mpanda district the same class was shared by 356 pupils. This is very low ratio taking into consideration that, the national ratio stands at one classroom per 77 pupils.

ii. Situation of latrines in the visited Public Primary schools

The standard requires pupils to latrine ratio be 1:20 for girls and 1:25 for boys. During site visits in the eleven public primary schools illustrated in Table 3.6 the situation was as reported hereunder:

Table 3.6: Number of pupils per latrine in the visited public primary schools

School Name	Local Government Authorities	Number of pupils per latrine
Nanyumbu 1	Nanyumbu	1:362
Mangaka	Nanyumbu	1:105
Kasekese	Mpanda DC	1:102
Simbaguji	Geita TC	1:83
Ikulwa	Geita TC	1:78
Kiboriani	Mpwapwa DC	1:69
Endagew	Mbulu DC	1:68

School Name	Local Government Authorities	Number of pupils per latrine
Likokona	Nanyumbu	1:56
Mpwapwa	Mpwapwa DC	1:48
Lugonesi	Mpanda DC	1:32
Masakta	Mbulu DC	1:30
Idofi	Makambako TC	1:24
Kikombo	Mpwapwa DC	1:22
Azimio	Makambako TC	1:18
Mean		1:79
Median		1:62
Range		1:344

Source: Auditors' Analysis of information from visited schools, 2016

Based on Table 3.6, out of 14 public primary schools visited, only three schools had the pupils' latrine ratio with an average ranging from 18 to 24, while, 11 visited public primary schools had poor and inadequate latrines ratio. The analysis indicated that, the pupils' latrines ratio range was 344 pupils using one latrine while the mean number was 79 pupils using one latrine.

iii. Situation of desks in the visited public primary schools

Based on Table 3.7 below, the audit noted that, despite of the efforts made by the government, not all public primary schools had enough number of desks.

Table 3.7: The situation of desks in the visited public primary schools, 2016

School Name	Local Government Authorities	Number of pupils	Number of Desks available	Number of Desks Missing	% of Desks missing
Mpwapwa	Mpwapwa DC	766	138	117	46
Simbaguji	Geita TC	660	153	67	30
Kikombo	Mpwapwa DC	262	62	25	29
Kasekese	Mpanda DC	1,423	339	135	28
Ikulwa	Geita TC	1,246	304	111	27
Kiboriani	Mpwapwa DC	277	68	24	26
Nanyumbu 1	Nanyumbu	362	106	15	12

Source: Auditors' analysis of the statistics from visited Schools, 2016

Table 3.7 shows that, Mpwapwa primary school in Mpwapwa District Council had huge shortage of desks compared to all other visited primary schools. The situation in the whole District council is no good since all 3 visited schools in Council had desks shortage. The same

situation was found in Geita Town Council whereby all visited public schools were lacking an average of 29 percent of the required desks.

Situation at the visited private schools

i. Situation of classrooms in the visited private schools

During site visits, the audit team noted that, the situation of classrooms in the private schools was better than in the public primary schools as indicated in Table 3.8. This was due to the fact that, out of five private schools visited, 3 had adequate classrooms with pupils' ratio ranging from 11 to 26 per classroom while 2 classrooms did not meet the standards with the pupils class ratio ranging from 48 to 51 pupils per classroom.

Table 3.8: Number of pupils per classroom in the visited private schools, 2016

School Name	Local Government Authorities	Ratio of Classroom per pupils
Sigrid	Makambako TC	1:51
LEA	Mbulu DC	1:48
FTM	Geita TC	1:26
Waja	Geita TC	1:24
Dongobesh Viziwi	Mbulu DC	1:11
Mean		1:32
Range		1:40

Source: Auditors' Analysis of Statistics from visited private schools, 2016

Table 3.8 shows that, the average ratio (mean) of classroom to pupils is 1:32 the situation which is far better than public schools in the visited Local Government Authorities. The reason given for the noted compliance in the private primary schools was due to the fact that, private schools have little number of pupils compared to the available infrastructure. Also, since private schools are business oriented, they tend to comply with the standards to avoid sanctions.

ii. Situation of latrines in the visited private schools

The existing situation of pupils' latrines ratio in private primary schools

Unlike the public primary schools, latrines to pupils' ratio in the private primary schools are better. The audit noted that, only two private primary schools had an average of 26 and 41 pupils per latrine

as noted at Sigrid and LEA primary schools. Table 3.9 shows the latrines situation in the visited private school.

Table 3.9: Number of pupils per latrines in the visited private schools

School Name	Local Government Authorities	Ratio of Latrine to pupils
LEA	Mbulu DC	1:41
Sigrid	Makambako TC	1:26
Waja	Geita TC	1:17
FTM	Geita TC	1:17
Dongobesh Viziwi	Mbulu DC	1:9
Mean		1:22
Range		1:32

Source: Information collected from visited schools and auditors' analysis, 2016

Table 3.9 shows latrines situation in the visited private primary schools whereby only two schools had a ratio lower than the required ratio. Despite the fact that the ratio is lower than that set for the national level, but the situation is better than public schools. 3 out of 5 visited public primary schools had a higher latrine-pupil ratio (1:9 and 1:17) compared to the required ratio of 1:25. Average ratio of latrine to pupils is 22 per single latrine.

iii. Situation of desks in the visited private schools

While the situation on the availability of desks was not good in the public primary schools, the situation was better in the private primary schools. In all five primary schools visited in five Local Government Authorities there was no deficit of desks. This is due to the fact that, private schools are few and so it is easy to inspect them frequently. And since they are business oriented, owner's acts quickly on the inspection recommendations. The situation of desks in private primary schools is as shown on Table 3.10.

Table 3.10: The situation of desks in visited private primary schools, 2016

School Name	Local Government Authority	Number of pupils	Number of Desks required	Number of Desks available	Number of Extra Desks
Sigrid	Makambako TC	607	202	345	143
Dongobesh Viziwi	Mbulu DC	95	32	88	56
FTM	Geita TC	205	68	118	50
LEA	Mbulu DC	483	161	190	29

Waja	Geita TC	472	472	490	18
Mean					59
Median					50
Range					125

Source: Auditors' analysis of the statistics from visited Schools, 2016

Table 3.10 shows that, there are extra desks in all visited private schools which is an average of 59 extra desks.

This shows that, the inadequate infrastructure is mainly facing public schools in the country.

Causes of the inadequate physical facilities in the country

One of the causes of inadequate infrastructure in primary schools is poor planning due to lack of data on children likely to be admitted in primary schools. Also the noted existing situations of lack of infrastructure at the National level, Local Government Authorities and schools is attributed to the ongoing non-adherence to the registration requirements mainly facing public primary schools. These schools are allowed to operate without meeting infrastructural requirements.

The interviews with District Education Officers from six visited Local Government Authorities have shown that public primary schools are registered without meeting the minimum infrastructure requirements due to:

- Some public schools being established under community pressure,
- Community informing the Local Government Authorities on the established schools when the schools are already operating, and
- Having false hopes for the improvement of government budget and community contributions.

On the other hand, PO-RALG officials have pointed out that, most of established public primary schools are registered without sufficient infrastructures required because, their establishment is a result of community pressure to accommodate their children and the government policy of having a primary school in every village/ward without having capacity to allocate adequate resources for establishing infrastructures. This means that, inadequate infrastructures are contributed to the way these schools are established and registered.

Auditors further analysed causal factors responsible for inadequate physical facilities in the country. The causal factors which will be discussed below are:

- inadequate adherence to the minimum registration requirement;
- inadequate inspection of schools infrastructure;
- inadequate allocation of resources for primary schools infrastructure; and
- lack of sufficient information regarding schools infrastructures.

3.3 Inadequate adherence to the minimum registration requirements

According to Ministry of Education Guideline of year 1982, a primary school should be registered after fulfilling the minimum requirements for the infrastructure needed including the construction of primary school buildings with at least 6 classrooms with enough desks.

The audit noted that, despite having the requirements of establishing a school documented, there are primary schools which have inadequate physical facilities. Having inadequate physical facilities has been caused by non-adherence to minimum registration requirements which has led to schools being registered without having adequate physical facilities.

Schools are registered without meeting the Minimum Registration Requirements

The audit found out that, Ministry of Education did not register 94 percent of 17,165 primary schools in the country. These schools are public schools which were registered by Local Government Authorities who have been delegated authority to carry out registration of public schools by the Commissioner for Education. This has resulted into registration of all primary schools even those which did not have the minimum requirements. This has been the main cause of schools operating without meeting the minimum infrastructure requirements.

Few Schools have been registered

The audit teams' site visit for the Local Government Authorities showed that, public primary Schools which are registered by Regional Education Officer on behalf of Commissioner for Education are registered without meeting the infrastructure required. Based on the audit analysis of eleven visited public primary schools, only two primary schools met the required minimum registration requirements while nine primary schools were not required to operate as they do not meet primary schools infrastructures requirements.

The poor compliance of registration requirements was attributed by the conflicting roles of Local Government Authorities that register the

schools while the Local Government Authorities is the owner and manager of those schools. In so doing, the audit noted that it was easier for LGA to register schools even though they have not fulfilled the registration requirements. Statistics from PO-RALG indicated that there are 17,165 registered primary schools (both private and government) in the country which were all required to be registered with the Ministry of Education.

However, analysis of primary schools database/logbook and registration reports from both Ministries showed that, only 6 percent of all registered primary schools in the country were registered by the Ministry of Education whilst the remaining 94 percent of all primary schools were registered by Local Government Authorities. This is contrary to the Education Act Cap 353 and its amendments.

The audit noted that, weaknesses in the delegation of registration of public primary schools which primarily is the core function of the Ministry of Education but was delegated to PO-RALG. This has contributed to having schools with inadequate physical facilities. This was seen to be the case in all visited Local Government Authorities in the country.

The following were identified as the causes for non-adherence to the minimum registration requirements:

- school registration is not carried out in accordance to set guideline;
- schools are not registered as per requirements;
- weak mechanism for inspecting and reviewing registration requests; and
- non-sanctioning of defaulters of school registration.

3.3.1 Schools registration is not carried out in accordance to set guidelines

According to the Guidelines on Establishment and Registration of Schools of 1982, the Ministry of Education is required to ensure that the registration of primary schools undergoes three stages namely: Permit to build a school; approval of owner and manager of a school; and registration of a school. The Ministry of Education requires the school site to be inspected by the District authorities and the District Chief Inspector of Schools.

The audit team found out that, the procedures to register schools are strictly followed when the Ministry of Education is registering private schools. Public schools do not follow strict procedures as they do not comply with the requirements, but they are operating anyway. The

main reason is the owner and the registrar of those public schools is the same entities.

The review of schools registration application files at the Ministry of Education showed that, the Ministry do not have effective working Mechanism for ensuring public schools registration is complying with registration guideline issued by the Ministry of Education. This also has led to inspectors advising the school owners instead of taking actions as required by the law. As a result, the deficiencies are left unattended.

The Ministry of Education officials told the audit team that, quality assurance officers in Local Government Authorities are working for the Ministry of Education and they are the ones to ensure that, deficiencies are corrected and only schools which complies with the procedures deserves registration.

However, the PO-RALG did not ensure rectification of deficiencies on primary school infrastructures before allowing a school to operate. This was evidenced by the infrastructural weaknesses observed in the visited schools. Most schools are still operating despite visible deficiencies and no rectifications have been done. Furthermore, despite being delegated authority to register only school which do comply with registration requirements, public primary schools were permitted to operate without fulfilling the infrastructures required.

3.3.2 Schools are not re-registered as per requirements

The government through Ministry of Education is required to ensure that, the registration of primary school is a continuous process and should be done after every four (4) years. This would ensure that, school adherence to the registration standards is maintained and properly managed for the provision of quality education in the country. Re-registration of schools provides an opportunity for Ministry of Education to inspect schools and ensure the location of the school is appropriate and there are provisions for recreational and play grounds, safe and adequate water, firefighting equipment, classroom with proper lighting and ventilation and provision for people living with disability.

Review of register of schools at the Ministry of Education did not verify whether schools were re-registered. What appeared in the register is the year of the establishment and the process of re-registration did not appear.

According to the interview with Officials from Directorate of Primary School Inspectorate of the Ministry of Education revealed that, the

Directorate did not have information on whether they are supposed to inspect schools for the purpose of re-registration.

Responding to this, the Directorate of School Accreditation confirmed that, the Ministry of Education planned to re-register schools after every four years. However due to budget constraints, the priority is to register newly established and ensuring that all schools are in the register of schools first. In this regards, the priority was to ensure that all schools are included in their database (schools register) including the year they were registered for the first time.

However, at the meeting with the Ministry of Education Officials during the factual clearance, the audit team was informed that, the proof of the total number of primary schools was still in the process of identifying all registered schools. Since the task of approving the primary schools' data is over, the Ministry of Education has vested the task of re-registration in the 2017/2018 budget beginning with 100 schools first.

Primary school register do not include all school

Statistics of registered schools shows that, not all registered primary schools are in the register of the Ministry of Education as it is required by the law. The Ministry of Education register of primary schools revealed that, there are only 13,693 registered primary schools in the country. While PO-RALG indicated that, there are 17,166 registered primary schools in the country. This is a difference of 3,473 registered schools that could have been used for monitoring. This signifies weaknesses since the two entities are lacking coordinated database hence no proper monitoring of the same.

Furthermore, the review of the primary schools register at the Ministry of Education showed that, particulars such as the name of the school; address, including the region in which it is situated; the person or body of persons responsible for its management and administration; the date of its establishment; and the category, nature or level of national education which it provides are presented except that some particulars that need more details were not availed.

Particulars which needed more details were noted as particulars for the person or body of persons responsible for its management and administration and the date of its establishment. Currently, these particulars are presented by either government or private institutions and the date of establishment is presented by year of establishment, without day and month.

The reason for having more registered schools in PO-RALG database than in the Ministry of Education database was explained as lack of

mechanism for Ministry of Education to ensure those registered schools by PO-RALG are included in the its database.

However, during factual clearance meeting, Ministry of Education Officials told the audit team that, by the time of the audit, the total number of schools was 13,693. The source of information was the District School Quality Assurance Offices. Data cleaning of primary schools was in process in order to list them in proper order based on: School name, Registration Number, District, Ward etc. Currently, the correct number of schools which have been verified in the Ministry data base is 17,239.

The effect of not having all registered schools in the Ministry of Education register is such as; pupils do not get adequate services as their schools are not in the Ministry of Education plans. This leads to inadequate infrastructure as the Ministry of Education is unable to plan to inspect the schools, leading to schools being inspected on ad-hoc basis.

3.3.3 Weak Mechanisms for inspecting and reviewing registration requests

Guidelines on the establishment and registration of primary schools of 1982 require the Ministry of Education to register primary schools through screening the process by involving the Local Government officials like: District Executive Officers, District Education Officers, District Engineers, District Health Officers and Regional Education Officers.

The audit noted that, the process for screening the application to register public primary schools is conducted at the Ministry of Education level by reviewing school individual application files of private schools which are submitted to the Ministry for registration. The Ministry depends to a greater degree on the reports from Local Government Authorities officials for registration of primary schools.

Non-involvement of Technical Personnel in the registration process

The audit noted that, regardless of the presence of the technical personnel in the Physical Facilities Unit within the Ministry of education, they are not involved in the school registration process.

Responding to why the technical personnel are not involved in the school registration process, the Ministry of Education, officials said that, the Physical Facilities Unit does not have enough personnel and they are occupied with so many activities of supervision of buildings constructions in secondary schools and higher learning institutions. Instead, the Ministry therefore depends on the information from

schools quality assurers as they represent the Commissioner for Education in their area of jurisdiction.

During the site visit to school, the audit team noted that, it is very important for the Ministry of education to have technical personnel in the process of scrutinizing the application for schools registration since school inspectors are merely teachers and they can only report on visible metrics of the infrastructure available but not on facilities, technical viability and the quality aspects.

Lack of site visits for physical verifications

The Ministry of Education do not have adequate and functional mechanisms to visit schools for confirmation of the information from the Local Government Authorities. Accreditation officials at the Ministry of Education do not go to site to verify the authenticity of the documents submitted to the Ministry or visit the schools to ensure that the presented information is true. Practically the task is completed at district level and the inspector advises the commissioner to register the school.

Responding on the functionality of the mechanism used to verify the authenticity of the information therein, the school accreditation officials responded that, work is done by primary schools' inspectors who are public servants and work on behalf of the Commissioner of Education.

The system for registering primary schools is having the above mentioned weaknesses that have resulted into inadequate infrastructure in primary schools.

3.3.4. Ineffective sanctioning of the defaulters of primary schools registration

According to section 60 of the Education Act Cap 353, a school that has not adhered to standards for the primary school infrastructure requirement should be sanctioned. Before sanctions, the school owner is given a notice to rectify the noted shortcomings within the specified time. Failure to rectify results into school temporary closure, or permanent closure, or fine not exceeding ten thousand shillings (TZS 10,000.00) or imprisonment for a term not exceeding six months or both fine and imprisonment.

The team noted that, sanctions have not been effective, Ministry of Education have only taken lean actions against defaulters.

Review of sanctions issued by Ministry of Education to schools which operate without registration/ meeting registration requirements

revealed that, there were two types of sanctions that were commonly used by the Ministry.

First, issuing a written warning and advising rectification of the missing infrastructure before inviting Zonal inspector for inspection.

Secondly, instructing school owners to move all pupils to a registered school, then impose a temporary closure. Though letters for instructions did not clarify further on what will be next after all pupils are moved to the other registered primary schools.

Audit team analysed types and frequency of issued sanctions so as to assess how effective the sanctions were and the results are presented in Table 3.11.

Table 3.11: Types of sanctions and frequency of issuing them (2011-2016)

Type of sanction	Number of times issued	Percentage applied (%age)
Written Warnings	1	8
Monetary Fines	Never	0
Temporary closure	2	16
Permanent closure	9	76
Prosecutions	Never	0

Source: Ministry of Education, Science and Technology, 2016

Table 3.11 shows that, fines and prosecution in the court of law has never been applied as a sanction to defaulters of registration requirements even though there have been repetitive defaults. The permanent closure was the only one mainly applied in the last five years.

The audit team went further on identifying the type of primary schools being sanctioned and realized that, only private schools have been sanctioned.

The audit team noted that, all visited schools did not comply with the primary schools infrastructures requirement. Despite of none adherence to the infrastructural requirements, the sanctions were not issued to the schools as required by the Act.

Public primary schools defaulted more but no sanctions were issued

All 14 visited public primary schools were found to be non-compliant of infrastructure requirement as they lack crucial facilities such as toilets, classrooms and desks, but no sanctions were issued to them. This jeopardizes efficient and effective provision of education to pupils due to poor teaching and learning environments. This may results into pupils' truancy; drop outs and a high teachers' labour turnover.

Consequently, this culminates into pupils mass failures that endanger pupils' performance.

During the interviews with officials from PO-RALG, the audit team noted that the cited reasons for not issuing sanction to non-compliant school operators were:

- i. Public schools are registered by PO-RALG which is the same institution that is responsible for implementing issued sanctions to those public schools which are not in conformity with the schools infrastructure requirement.
- ii. Ministry of Education lack independence on issuing of sanctions to defaulters of schools requirement. This is due to inadequate resources allocated to Ministry of Education inspectors leading them to depend much on Local Government Authorities to conduct primary schools inspections.

The audit noted that, inadequate resource allocation to Ministry of Education inspectors made them dependent on Local Government Authority which compromises their independence in fulfilling their responsibilities. As a result, quality is not assured since the Ministry resort to provide recommendations only even if the level of non-compliance of school operators is very high.

The effect of this is that most of non-compliant of public primary schools and in particular private schools are not sanctioned and therefore operate without the required infrastructure such as toilets, desks, teachers' houses and inadequate classrooms which may result into diseases, lack of standard classroom. This may result into creation of poor learning environment and finally poor quality of education that may end up in producing incompetent citizens.

3.4 Inadequate inspection of primary schools infrastructures

Not all schools and school infrastructure were inspected as planned

The Ministry of Education Handbook for School Inspector, Third Edition (2010) Section 2.6, requires all school to be inspected (whole school inspection) once in an academic year. It also requires, annual inspection plans to give the names and number of schools expected to be inspected in a year. Further the plan must ensure that all primary schools are included in the cycle of inspection.

The reviewed inspections plans show that, inspections were conducted contrary to the plans. The inspectors were not able to visit all schools

as planned. Limitation of resources was mentioned as a main reason for not inspecting all schools as intended in the inspection plans.

Furthermore, the interviews showed that, finances were not timely released and consequently harmed the plans. Figure 3.3 presents the number of planned schools for inspection versus inspected schools.

Figure 3.3: Planned inspections versus conducted ones for the period of 2011/12-2015/16

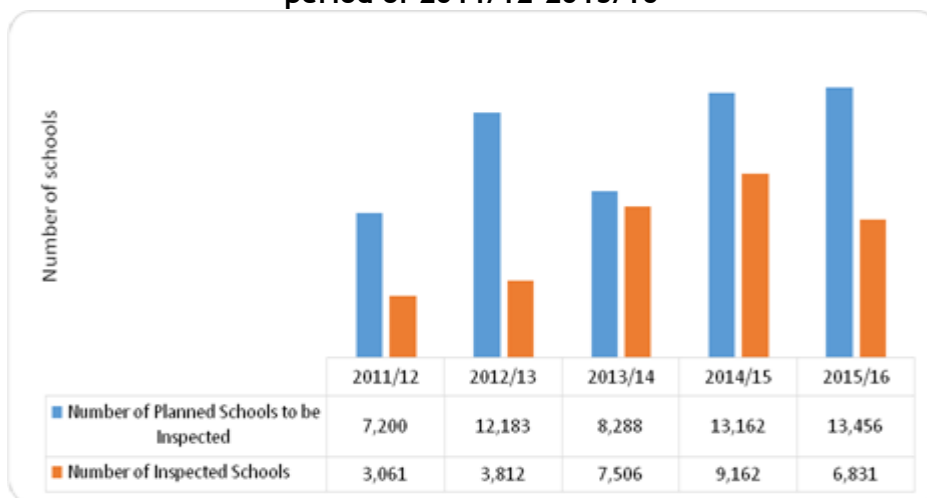


Figure 3.3 shows that, number of inspected schools has been increasing from 2011/12 to 2014/15. However it dropped to 6,831 in year 2015/16. The drop was explained as a result of financial budget constraints which resulted in an average of 6,074 equivalent to 35 percent of all available primary schools (17,165) being inspected each year. Table 3.12 presents amount budgeted for schools inspection versus disbursed and percentage of inspections conducted.

Table 3.12: Fund disbursed versus percentage of inspections conducted

Financial Year	Budgeted Amount (Million TZS)	Disbursed amount (Million TZS)	Percentage disbursed	Percentage of conducted inspection
2015/16	2,235	1,777	80	51
2014/15	1,606	583	36	70
2013/14	1,043	87	8	91
2012/13	1,230	340	28	32
2011/12	2,085	107	5	43

Source: Ministry of Education, Quality Assurance Directorate

From the Table 3.12, the audit analysis noted that, when the Ministry of Education received a high amount of fund the percentage of inspection carried out decreased but then they got fewer amount of funds the percentage of inspection increased significantly. For example, in year 2011/12, Ministry of Education received only five percent of the funds requested and the inspectors managed to inspect 43 percent of planned schools to be inspected. Also in year 2013/14 when 8 percent of budgeted amount was allocated, Ministry of Education inspected 91 percent. Contrary to year 2015/16 when Ministry of Education was disbursed 80 percent of the budgeted amount but only 51 percent of planned inspections were carried out.

The reasons for not inspecting all primary schools were inadequate fund allocated for inspection. But based on the data submitted, failures of conducting inspection to primary schools in the country seem not to be caused by allocation of funds.

Incomplete inspection of schools in the country would lead to non-compliance of set standards of schools for teaching and learning and hence allow for ineffective teaching and learning and as a result leading to poor performance in primary schools leaving examination.

3.4.1 Focus on the inspection of primary schools infrastructures is minimal

The Education Act Cap 353 Section 42 (1) requires the Commissioner for Education to ensure whole school inspections are conducted to every school in order to ascertain the level of compliance with registration requirements. The whole school inspection should cover infrastructure.

The team noted that, the Ministry of Education has not conducted inspection to every school to check whether school operators consistently complied with primary schools infrastructure requirements. This is due to the fact that, the only inspection which is conducted and most likely to cover all aspects of infrastructure is the whole school inspection. This inspection is neither conducted annually nor to all schools. Tables 3.13 (a) and 3.13 (b) indicate whole school inspections conducted for the period from 2011/2012 to 2015/2016.

Conducted Inspections that covered school infrastructure

The audit team conducted analysis on the inspection reports to determine the extent of the inspection coverage on the issues of infrastructures. Here below, Table 3.13(a) indicates number of schools in which the inspection conducted covered the issues of primary schools infrastructures.

Table 3.13(a): Whole school inspection conducted in the visited schools for the period from 2011/12 to 2015/16

Name of the school	Number of inspections		Status of inspection in relation to infrastructure	School' infrastructure condition
	Expected	Conducted		
IKula	5	2	One inspection Infrastructure covered	Poor
Mpwapwa	5	5	Infrastructure covered	Poor
Idofi	5	1	Infrastructure covered	Poor
Masaeta	5	3	Two inspections covered infrastructure	Poor
Kasekese	5	1	Infrastructure covered	Poor
Azimio	5	1	Infrastructure covered	Poor
Waja	5	2	Infrastructure covered	Good
LEA	5	1	Infrastructure covered	Good
Dongobesh Viziwi	5	1	Infrastructure covered	Good
Sigrid	5	3	Infrastructure covered	Good
Nanyumbu 1	5	2	One inspection covered Infrastructure	Poor

Source: Inspection reports, Ministry of Education, 2016

Based on the Table 3.13 (a) above all inspection conducted in the year 2016 in eleven primary schools covered the issue of infrastructures. During physical observation made by the audit team, it was noted that only four out of eleven primary schools were found to have good infrastructure while the rest were poor. This indicates that the inspection conducted didn't add value in improving infrastructures in the inspected schools.

Conducted Inspections that did not cover school infrastructure

The audit team conducted analysis on the inspection reports to determine the extent of the inspection coverage on the issues of infrastructures. Table 3.13(b) indicates number of schools in which the

inspection conducted did not cover the issues of primary schools infrastructures.

Table 3.13(b): Whole school inspection conducted in the visited schools for the period from 2011/12 to 2015/16

Name of the school	Number of inspections		Status inspection relation infrastructure	of in to	School' infrastructure condition
	Expected	Conducted			
Simbaguji	5	2	Infrastructure not covered		Poor
Lugonesi	5	1	Infrastructure not covered		Poor
Kiboriani	5	1	Infrastructure not covered		Poor
Kikombo	5	1	Infrastructure not covered		Poor
Likokona	5	2	Infrastructure not covered		Poor
Mangaka	5	2	Infrastructure not covered		Poor

Source: Inspection reports, Ministry of Education, 2016

Table 3.13 (b), presents the analysis which shows six primary schools that were inspected but the issues of infrastructures were not covered. The audit team visited these schools and observed the existence of poor infrastructures.

Also, the schools like Endagew and FTM remain un-inspected for the last five years. Only Mpwapwa primary school was inspected five times as required by the Guidelines. Due to that, the auditors noted that most of schools with less number of required inspection or not inspected at all, were found to have shortage of not having required infrastructures.

The review of inspection reports for the period from 2011/12 up to 2015/16 prepared by District Quality Assurers, shows that inspections cover issues of number of classes, toilets and teachers houses in comparison to number of pupils and teachers. The inspection does not cover the quality of the infrastructure as it was expected.

According to reviewed schools inspection guideline from the Ministry of Education, the reason for not covering quality aspect of inspected infrastructures in primary schools from 2011/12 up to 2015/16 was due to the guidelines for inspection that did not clearly show or guide exactly what to look at in terms of quality of the infrastructures.

The team reviewed inspection reports of financial years from 2011/12 up to 2015/16 to be able to determine what information was being reported. The audit noted that, the inspection reports produced did not clearly address the situation regarding primary schools' infrastructures. Also, the audit noted that, the inspection reports addressed academic issues more. Even the recommendations issued in the reports were on rectification of matters related to improvements of the schools' academic performance.

It is therefore evidenced that inadequate infrastructures in primary schools was due to the fact that some of conducted primary schools inspections did not cover the aspect of infrastructures.

3.4.2. Results of inspection were rarely communicated to schools for corrective measures

The Education Act Cap 353 Section 41 (3), requires that inspection reports be issued to Commissioner and copies to Local Government Authorities and school management.

According to the review of inspection files in the visited schools, the team noted that, inspectors rarely submitted the inspection reports to the Heads of Schools. The team also noted that, when inspectors' visit school for inspections, they do register their names in the log book and note down some issues regarding the purpose of their visit.

This was also observed in the visited schools whereby most of inspected schools did not have a copy of inspection reports. Table 3.14 below shows the number of inspections conducted in the visited schools and the number of inspection reports communicated/were available in those visited schools.

**Table 3.14: Number of Inspections conducted in the visited schools
2011- 2016**

Name of the school	Number of inspection reports		
	Conducted	Available	Not issued
Simbaguji	2	0	2
Ikulwa	2	0	2
Lugonesi	1	0	1
Mpwapwa	5	2	3
Kiboriani	1	0	1
Idofi	1	0	0
Kikombo	1	1	0
Masakta	3	0	3
Kasekese	1	0	1
Azimio	1	0	1

Name of the school	Number of inspection reports		
Likokona	2	0	2
Nanyumbu 1	2	0	2
Mangaka	2	0	2
Waja	2	0	2
LEA	1	0	1
Dongobesh Viziwi	1	1	1
Sigrid	3	1	2
Total	31	5	26

Source: Auditors' analysis Inspection files in the visited schools, 2016

Table 3.14 shows that out of thirty one inspections conducted, only five inspection reports were issued to the schools. This is contrary to the purpose of inspection as the school would not have historical background of the inspection recommendations for the purpose of tracking their implementation. Failures to prepare and submit reports to the schools supervisors and managers have been one of the hindrances on the improvements of primary schools infrastructures. This results into prolonged primary schools infrastructures dilapidation that consequently affects pupils' learning.

The audit team found that although the inspection reports were communicated to LGA and few school management, there was no evidence that the reports were acted upon for improvement of the pointed out weaknesses.

However, explaining this during factual clearance meeting, Ministry of Education officials told the audit team that, inspection reports are delivered to stakeholders within two weeks after inspection and responded to within 3 months after receipts. However, the system of delivery is not effective as the reports are distributed by the educational officers in their offices. Moreover, the Chief Quality Assurers in the level of district/municipality have to be reminded to make sure that reports are sent to the required educational stakeholders. They also told the team that, another reason could be poor record keeping at schools.

Inspectors do not give specific infrastructure directions to schools owners

The inspection reports reviewed showed that, Quality Assurance Officers do not give specific directions to school owners to rectify the observed weaknesses on infrastructures. Silence of the inspector in the reports may be caused by dependence on resources to perform their duties. Apart from being facilitated with fuel and travelling vehicles, inspectors are even given computers in their offices by school owners (for instance the Makambako Town Council). This may impair their

independence and judgment. The consequence of which is that the reports may be jeopardized.

Responding to the issues of independence of inspectors especially in the District Councils, the Commissioner for Education told the audit team that, the Ministry is aware of this situation and have started to take some measures including: ensuring Inspectors are having their own independent offices in every region and changing the reporting channel of the inspectors. The Inspectors were previously reporting to Commissioner who on other hand is the Curriculum owner and at the same time he is the one who issues sanctions. The proposed structure towards becoming full independent will be that of the Inspector reporting to Permanent Secretary of the Ministry of Education.

3.4.3. Insufficient implementation of the issued Recommendations

According to Education Act Cap 353 Section 42 (5), PO-RALG, Local Government Authorities and school management should react appropriately to the inspection recommendations.

The site visit showed that, once inspectors complete a report, they share it verbally by inspected schools, then the written report is submitted to the District Executive Director and who also minutes it to the District Education Officer for actions. This is due to the fact that, there are recommendations that are supposed to be implemented at school level and there are other recommendations that need a District Director to intervene.

The District Education Officer on behalf of the District Executive Director writes to Heads of schools requiring them to give /present the recommendations' of implementation plan.

However, the audit team noted that, both District Directors and Heads of Schools do not ensure that deficiencies identified as part of the schools inspections are addressed. For example, before primary school completes the minimum infrastructure requirements, they are not supposed to operate. But most of primary schools were allowed to operate without fulfilling the infrastructural requirements.

Inspector's independence is hampered

Upon further inquiry to establish the reason as to why they didn't implement the recommendations from inspectors, it was reported to be lack of financial resources and also dependence of inspectors on the District Education Officer. Inspectors depend on the District Education Officer and private school managers to perform some of their activities. For example, in Visited Local Government Authorities such as Makambako Town Council, inspectors did not have transport.

They perform inspection when the District Education Officer is doing his monitoring activities in the area. As a result, inspectors inspect nearby school where they have easy access. In Nanyumbu District Council the average number of inspection that was planned for the period of 2011/12 to 2015/16 was 80 percent of the total required inspections. Despite of setting a lower number of schools to be inspected as per plan still the inspectors have conducted less than fifty percent of the required inspection as shown in Table 3.15.

Table 3.15: Percentage of Inspected schools vs. Percentage of disbursed fund

Financial Year	Planned schools to be Inspected (Numbers)	Amount of fund budgeted (Million TZS)	Percentage of Schools Inspected	Percentage of fund disbursed
2015/16	75	60	32	12
2014/15	80	46	13	2
2013/14	80	41	40	24
2012/13	70	41	27	12
2011/12	70	37	61	7

Source: Ministry of Education, Quality Assurance Office - Nanyumbu - 2017

Table 3.15 shows that, the disbursed amount for inspection has never exceeded 24 percent of the requested amount but inspected schools have exceeded 24 percent except for financial year of 2014/15. Surprisingly, in financial year 2011/12, the disbursed amount was only seven percent but inspected schools were 61 percent. Explaining why this happens, the District Officer told the audit team that, the inspectors were facilitated and financed by the District Director. This makes it difficult on the implementation of the issued recommendations as the school inspectors lack independence.

Lack of Mechanism for ensuring timely implementation of the recommendations

In addition, there is lack of effective mechanisms that ensures proper and timely implementation of the recommendation issued by the Ministry of Education to Schools (PO-RALG). This is due to the fact that, once the Ministry of Education issues a report to PO-RALG, there are no prepared and shared plans depicting the mechanisms and timeframes in which PO-RALG would rectify all weaknesses observed during the inspections of schools infrastructures. This shortcoming have been hampering the efforts put in by the Ministry of Education during

inspection hence the meagre resources used do not accrue any significant benefits.

The audit team found that inspection reports do not specify who should address the shortcomings/deficiency. It was also found out that, no matter how severe an identified deficiencies might be, the follow-up to check whether they have been corrected does not occur until the next school inspection schedule (After a year or two, sometimes more).

In this regards, the Ministry of Education and PO-RALG do not have any mechanisms in place to ensure that all pointed out weaknesses are rectified within the specified time. This is due to absence of timely and adequate monitoring of the inspection conducted. Over the long period, this has resulted into tremendous deteriorations of primary schools infrastructures in the country.

Inadequate and late responses to the recommendations means that weak areas in the schools are not mitigated which leads to have poor teaching and learning environments for pupils.

3.4.4 Weak follow-up on the level of implementation of infrastructure recommendations

The Education Act Cap 353 Section 42 (1) requires the Ministry of Education to conduct follow-up inspections to check the progress made by the owner of the school towards mitigating all weaknesses observed during previous inspections.

However, upon the review of inspection reports for the period from 2011/2012 up to 2015/2016, we noted that, Ministry of Education has conducted few follow-ups to assess whether identified deficiencies in school inspections were addressed. Only two out of seven follow-ups inspections conducted, reported on infrastructure rectifications. Furthermore, two out of 25 (equivalent to 8 percent) conducted inspections covered issues/aspects related to infrastructure.

Generally, it shows that, the follow-up inspection is not comprehensive by ensuring all weaknesses identified during inspections are rectified. This makes it difficult for inspectors to know the status of the implementation of issued recommendations.

Inspectors available in the visited Local Government Authorities told the audit team that the main reason for not making follow-ups are limitation of financial resources. Inadequate follow-ups on recommendations results to not knowing whether the school owner has actually rectified the identified weaknesses and have taken action on

improvements of the situations at schools for provision of adequate infrastructure.

Inadequate Inspection recommendation follow-up by PO-RALG

The Education Act requires the Ministry of Education to conduct regular inspections and detected infrastructure defects be communicated to School owners. On the other hand, PO-RALG functions and organization structure requires PO-RALG to analyse reports on primary schools buildings, infrastructure and assets by conducting spot inspection and making follow up on the rectification of observed problems on physical infrastructure inspection.

However, the audit noted that, PO-RALG has not conducted inspection follow-up to assess the level of rectification of the observed problems on the primary schools physical infrastructures.

During the site visit of the selected schools, the audit team found that the schools did not rectify the infrastructure deficiencies despite the recommendation that were issued to them during the inspection. These weaknesses were due to lack of follow-up inspections to ensure that all deficiencies identified in schools inspections are addressed. Lack of effective follow-up has led to repetition of the same recommendations throughout the time and hence no remarkable progress has been made towards solving the problem of inadequate primary schools infrastructure is achieved.

Upon responding to the question as to why they do not conduct follow-ups, District Education Officers in the visited six Local Government Authorities pointed out that, they make follow-up by writing to Heads of Schools requiring them to prepare an action plan on how they are going to implement the observed weaknesses during the school Inspection. They also pointed out that, the issue of rectifying infrastructures in primary school is the responsibility of the school committee and the community and their role is to follow-up only.

Review of the individual schools files showed that, once the District Executive Director is receives the Inspection recommendations from inspectors; he/she minutes it to the District Education Officer who then writes to schools which respond on how they are going to rectify the identified shortcomings. There was no further communications in the reviewed schools files showing whether there were further actions or follow-ups to assess the implementation of the action plan provided by Heads of schools.

3.4.5 Failure to ensure the implementation of the issued Sanctions

According to section 44 of the Education Act Cap 353, PO-RALG should comply with the issued sanctions by correcting the identified deficiencies regarding lack of infrastructures in primary schools.

However, the audit noted that, the PO-RALG did not make efforts in ensuring the sanctioned schools are complying with the requirements. The inspection reports in the visited schools showed that, there were rectification notices issued to inspected schools and these notices have been repeating the same instruction from time to time which means that, PO-RALG did not implement the issued sanctions. The notices that were issued as recommendations on what should be improved by Local Government Authorities have not been followed up to ensure their implementation.

Failure to make follow up on the implementation of the issued sanctions

Section 44 of Education Act Cap 353 requires the Commissioner to specify period of time within which the issued sanctions will be complied with. Ministry of Education is also required to make follow up on the rectification of observed problems on school's physical infrastructure and take actions in case the default is not rectified.

The audit team reviewed inspection reports for the period of 2011/12 up to 2015/16 submitted from the visited schools to assess whether sanctions issued and follow up of the whole schools inspection were conducted and whether more sanctions were issued. The review of inspection reports revealed that, the Ministry did not make follow-ups on the issued sanctions to the visited schools. The report of issued sanctions from Ministry of Education showed that, the sanctioned schools were supposed to notify Zonal Chief Inspectors for rectification of observed defaults. However, Auditors were not able to come across any document that notify Zonal inspectors on rectifications of the observed defaults since they were not available.

Although some of the issued written warnings stipulated timeframe for the implementation of recommendations, the inspectors did not make follow-ups of the deadlines set by the Ministry instead they were waiting for the defaulted schools to contact them. Limited resources and inspectors working towards their annual plan which did not include the sanctioned schools were given as the reason for poor follow-up.

During physical observation on the nineteen sampled primary schools, it was found that, the situation was not good; there were a number of

abandoned of infrastructure such as classrooms, desks, teacher houses, pit latrines etc.

Review of school inspection reports of the nineteen visited schools showed that, school inspectors were aware of the infrastructures shortcomings and they have been repeating the same recommendations every time the schools are inspected without taking actions against school owners who failed to implement the issued recommendations.

3.5. Inadequate Allocation of Resources for Primary School Infrastructure

One of the reasons as to why some of primary schools are having inadequate physical facilities is the inadequate allocation of resources for primary schools infrastructure development and maintenance. Allocation of resources is important in ensuring that there is effective development and maintenance of primary schools infrastructure in the country.

According to the Education Sector Development Program (ESDP, 2008-2017), the government committed to allocate an average of 22 percent of its total government expenditure per annum to the education sector.

However, the PO-RALG through its Local Government Authorities has been allocating inadequate funds in the education sector which makes schools unable to realize the intended goals and commitments set by the government through the Education Sector Development Program. Hence, school infrastructures have not previously been taken into consideration. Table 3.16 shows the amount budgeted for education sector from 2009/2010 - 2015/2016 financial years.

Table 3.16: Education sector budget versus total Government Budget

Year	Total Budget (in Billion TZS)	Education Sector Budget (in Billion TZS)	%age of Total Budget
2015/16	22,496	3,870	17
2014/15	19,853	3,465	17
2013/14	18,249	3,172	17
2012/13	15,120	2,890	19
2011/12	13,526	2,283	17

2010/11	11,610	2,045	18
2009/10	9,514	1,744	18

Source: Ministry of Education-Planning Division, 2016

Table 3.16 shows that, the amount budgeted for education is less than the desired 22 percent of government's total expenditure projected in the Education Sector Development Program. But instead of that, the share of the education sector has been declining significantly from the actual expenditure of 18 to 17 percent in the period from 2009/10 to 2015/16 as tabulated in Table 3.16. This is lower than the 22 percent average projected in the Education Sector Development Program for the period 2008-2017 indicating that the budget is not aligned with the Education Sector Development Program strategy.

The audit noted that, the government did not set aside adequate fund to renovate/rehabilitate, build or put in place new infrastructures in the existing primary schools. The inadequate allocation of resources for primary schools infrastructure have been as a result of insufficient funding for maintenance and up-keeping of school infrastructure as well as inadequate usage of technical personnel as discussed below:

3.5.1. Insufficient Funding for Maintenance and up-keeping Schools Infrastructures

The Education Sector Reform programme of 2008 - 2017 requires the government to ensure that it sets aside significant budget to finance development of primary schools infrastructures for the betterment of education delivery in the country.

Interview made with officials from the Directorate of Education at PO-RALG revealed that, the fund allocated for each financial year starting from 2011/12 to 2015/16 was not satisfactory to cater for the development of primary schools infrastructure in the country. Table 3.17 indicates allocation of funds set aside as in different financial years (i.e. from 2011/12 to 2015/16).

Table 3.17: Allocation of Financial Resources for infrastructures development

Year	Amount budgeted for development (in Billion TZS)	Amount allocated for development	Remark
2015/2016	NILL	NILL	Information not available
2014/2015	311	NILL	Information not available

2013/2014	271	NILL	Information not available
2012/2013	233	NILL	Information not available
2011/2012	NILL	NILL	Information not available

Source: Presidents' Office-Regional Administration and Local Governments (2016)

Table 3.17 above, shows that the trends of allocating fund to cater for the development of primary schools infrastructure in the country is not satisfactory. Due to inadequate allocation of funds to cater for development of primary schools infrastructures, the government has left the responsibility of developing primary schools infrastructure to the community.

However, regardless of the efforts made by the audit team to obtain the data on budget and funds allocation to cater for infrastructures, PO-RALG did not reveal data up to the time of this audit.

Few funds were allocated on the infrastructures Maintenance and Development

The Education Sector Development Programme (2008 - 2017) requires PO-RALG to ensure that primary schools are financed through development grants for the maintenance and rehabilitation of infrastructure. In order to ensure sustainable maintenance of public primary infrastructures the government has committed to allocate 4 to 6 percent of Gross Domestic Product (GDP) to education and/or allocate 15 to 20 percent of public expenditure to education.

However, the audit team noted that, the amount that was requested or budgeted was either not fully disbursed or not disbursed at all, and for that matter, was not suffice enough to facilitate the undertaking of any maintenance activities in particular to public school. The team of audit analysed and presents information in Table 3.18 that shows the budgets and trends of disbursement of funds for the purpose of comparing the budgets against actual amounts received for carrying out maintenance of primary schools infrastructure.

Table 3.18: Allocation of Financial Resources by PO-RALG for maintenance of primary schools infrastructures

Financial Year	Amount budgeted for development	Amount allocated for development	Remarks
2015/2016	NILL	NILL	Information not available

2014/2015	NILL	NILL	Information not available
2013/2014	NILL	NILL	Information not available
2012/2013	NILL	NILL	Information not available
2011/2012	NILL	NILL	Information not available

Source: Presidents' Office-Regional Administration and Local Governments

Table 3.18 above shows that the government neither budgeted nor allocated funds for the public primary schools infrastructure maintenance since PO-RALG did not provide funding information to the audit team.

In this regards, the audit noted that, the ongoing efforts of the citizens and their government on establishing public primary schools infrastructures may not bear fruits as they would lack maintenance and become redundant or obsolete.

During site visits in Mpwapwa District Council, the audit noted a number of broken desks collected and stored in one of the classes. Those desks needed minor maintenance but were not maintained. This is caused by inadequate funds allocated for maintenance of infrastructures and absence of coordinated plan for maintenance. For example, photo 3.1. illustrates number of desks found dumped in one of the class room at Kikombo Primary school due to lack of maintenance while at Simbaguji Primary school, a number of pupils were found in the school library studying while seated on the floor.



Photo 3.1: Desks dumped in the classroom at Mpwapwa District Council while in the same district council pupils were found seated on the floor as seen in the photo (photos taken on 11th and 12th November, 2016).

Inadequate allocation of Capitation Grants

In order to ensure sustainable maintenance of infrastructures in public Primary schools, the government should allocate 4 to 6 percent of Gross Domestic Product to education and/or allocate 15 percent to 20 percent of public expenditure to education. In order to meet this objective, PO-RALG is required to provide a capitation grant of TZS 10,000 per primary school pupil per year nationwide of which 20 percent should be used for infrastructure maintenance and rehabilitation.

However the auditors noted that, the capitation grants released does not fulfil the need for maintenance of primary schools infrastructure in the country. Table 3:19 indicates the amount of capitation grants disbursed in primary school in each financial year (i.e. 2011/12 to 2015/16).

Table 3.19: Status of capitation grants disbursements in primary schools

Year	Amount of Capitation Grants budgeted (Billion TZS)	Amount of Capitation Grants Disbursed (Billion TZS)	Amount not Disbursed (Billion TZS)	% of capitation Grants Not Disbursed
2016	32	8	24	75
2015	54	18	36	67
2014	81	43	8	47
2013	133	97	36	27

Source: President's Office-Regional Administration and Local Governments

Table 3.19 the audit noted that, the government through PO-RALG has been budgeting capitation grant to facilitate primary schools management. However, the budget has been decreasing significantly from 133 Billion TZS in 2013 to 32 Billion TZS in 2016. This accounts to the decrease of 76 percent of the capitation grants budgeted in 2013.

The audit team noted further that, the amount of capitation grants budgeted has not been released as planned. It was observed that, as time goes on, the amount of capitation grants not released for primary schools has been increasing from 27 to 75 percent of the amount budgeted. This means that, in 2016, only a quarter (25 percent) of the budgeted capitation grant was released.

Table 3.20 depicts that, the budget on the capitation grants has been decreasing despite the introduction of free education in the country.

Table 3.20: Budgeted Capitation grants

Year	Amount Capitation Grants budgeted (Billion TZS)	Amount Decreased from the budgeted (Billion TZS)	Percentage of decrease
2016	32	22	41
2015	54	27	34
2014	81	52	39
2013	133	-	-

Source: Data from PO-RALG, 2016

Table 3.20 shows that, the amount budgeted in each year decreased from 133 Billion in year 2013 to 32 Billion in year 2016. Despite of the decrease of the budgeted amount, the budgeted amount of the capitation grants were not released. Further analysis can show that,

the amount released in 2016 was only 6 percent of the amount budgeted in year 2013 which is also equivalent to 8 percent of the amount disbursed in the same year.

From the above information, taking into consideration that, infrastructures needs more fund for maintenance as they are aging, therefore the capitation grants cannot cater for maintenance and rehabilitation of primary schools infrastructures since it is decreasing in amount every year and it comprises other administrative matters like stationeries, and the like. Secondly, schools with few pupils especially those in rural areas received less amounts of capitation grants unlike those schools in urban areas with many pupils. This is due to the fact that the amount to be disbursed depended on the number of pupils.

However, in the analysis of capitation grants released in all six Local Government Authorities visited, it was noted that, only 30 percent of the capitation grants covers primary schools infrastructures maintenance and rehabilitation. The amount set for maintenance and rehabilitation has not been adequate to satisfy infrastructures maintenance and rehabilitation. The analysis of infrastructure statistics from PO-RALG showed that, the pupils' ratio on the usability of primary schools infrastructures in the country is worse. There is significant overcrowded classes whereby, up to 2015 the ratio had increased to 73 pupils in one class. Whilst the average ratio of pupils on the usability of latrines required is 25, but up to the time of this audit it has escalated to 53 pupils per latrine which is twice the required ratio.

3.5.2. Inadequate Usage of Technical Personnel

According to Education Sector Development Programme (2008-17), Ministry of Education and PO-RALG should strengthen monitoring and quality assurance of public primary schools infrastructures management. This can be achieved through coordinated plan that will take on board all issues that require collaboration between Ministry of Education and PO-RALG.

PO-RALG is required to strengthen coordination among key stakeholders in addressing matters related to developing and maintenance of primary schools infrastructure. This is because; all personnel pertaining to primary schools infrastructures are not in the same Department of Education. Others are in the Health, Engineering and Environmental Departments but they should all exercise matters pertaining to primary schools infrastructures management jointly.

However, review of schools' individual files in the six visited Local Government Authorities revealed that, PO-RALG has never been able to

establish plans that allow the coordination among its departments at district and regional levels for development and maintenance of primary schools infrastructure. For example, there were no coordinated plans between civil engineering, health and educational and environmental officials who have technical skills at the district level on the standards and management of primary schools infrastructures. It was further noted that, coordination have been done on ad hoc basis when public outcry occurs.

Statistics from PO-RALG showed that, there are 572 Civil Engineers distributed in 181 Local Government Authorities. This means that there is an average of three Civil Engineers in each district council. Despite of having these Engineers and Technicians in respective Local Government Authorities, primary schools infrastructure and physical facilities have been managed by education officers. Technical personnel were rarely working jointly with education officers to address issues of development and maintenance of primary schools infrastructure.

Responding to these, interviewed District Engineers told the team that, the Engineering Departments in the councils do not have budget for primary schools buildings and facilities but they have a fund for road works. They further told the team that, they don't have plans for visiting schools but they pass through the schools which are along the road as they are supervising road projects. Visiting schools while performing other duties has resulted into high workload to the technical personnel as schools are visited on ad hoc basis.

High workload to the technical personnel

During the interviews with officials at PO-RALG in all six regions visited it was noted that, all professional officials like District Engineers, District Health Officers, District Environmentalist have their own primary departmental plans that are not coordinated with primary school education department. Hence, during execution, each department has got its own priorities that are not coordinated with others.

The interview with Engineers in the visited Local Government Authorities, revealed that, the work load to the officials assigned with management of primary schools infrastructures is higher compared to the number of primary schools available in the Council taking into consideration that they have other duties which are not aligned with primary schools physical facilities.

It was also noted that, the education department in all six council that were visited did not have assigned technical personnel (i.e. engineers and technicians) responsible for primary schools infrastructures. Due to

that fact, in most instances these technical personnel are very busy serving their departments first. Work that comes from education sectors such as development and maintenance of primary schools infrastructures is done on ad hoc basis.

District Education Officers told the audit team that, they don't have problems with engineering department since Engineers for School infrastructure activities were available whenever needed. This was contrary to the observations made in the visited schools whereby construction activities were performed unsupervised.

Auditors noted that, financial budget constraints in Education Department do not give room for engineering department to deal with primary schools facilities. This has resulted into fewer schools being maintained and poor quality of maintenance.

Few primary schools were maintained

Due to technical personnel being fully occupied by duties in their departments (primary schools buildings not being among the duties) primary schools infrastructures were neither developed nor maintained since the education units has no technical personnel to undertake such activities. Upon the visit made in nineteen schools the audit noted that there was inadequate number of classrooms and toilets as well as presence of dilapidated primary schools infrastructures.

Poor quality of maintenance of schools infrastructures

According to Local Government Authorities structure, Engineers are custodians of all infrastructure including buildings. This means that, it is the responsibility of Engineers to supervise and coordinate establishment and maintenance of primary schools buildings.

However, the audit team noted that, maintenance works on primary schools infrastructure was not supervised by technical personnel. The maintenance has been supervised by the heads of schools and schools committees who do not have technical skills. As a result the quality of the maintenance and workmanship was not of good quality.

The poor quality of the conducted maintenance may have been contributed by the type of the construction materials used and the workmanship approach.

3.6. Lack of sufficient information regarding primary schools infrastructures

The Ministry of Education and PO-RALG are supposed to have an appropriate national database on the development and up keeping of primary schools infrastructures. This facilitates monitoring of all

activities necessary for ensuring adequate availability of primary schools infrastructures in the country.

The team noted the weaknesses related to information keeping when they were analysing reasons as to why some schools are having inadequate infrastructure. The analysed weaknesses included lack of sufficient information regarding registered schools, lack of information regarding inspected and non-inspected schools as well as inadequate database for available and needed resources.

3.6.1 Inadequate information on registered primary schools

It is expected that the Ministry of Education should have the records of all primary schools operating in the country to facilitate tracking the adherence with infrastructures registration requirements by all primary schools operators.

Contrary to the above requirement, the analysis of reviewed registers of the Ministry of Education and that of PO-RALG by the audit team has noted that, 3,473 primary schools are not in the register of the Ministry of Education which pose a great risk of providing poor quality education as a result of not being in Ministry of Educations' plans.

Due to lack of information on some of the primary schools, the Ministry of Education cannot confirm with certainty the state of infrastructures at the national level. There is a high risk that most of the primary schools operators will continue operating without adhering to primary schools required infrastructures.

3.6.2 Inadequate Information on primary schools inspections

The ministry of Education is expected to have a database that accommodate all information on primary schools infrastructures inspections conducted in all registered primary schools in the country. This information is very important for the inspection team and will form a basis for checking the aspects needed to be verified when conducting primary schools infrastructures inspection.

However the audit noted that the Ministry of Education has not been able to maintain a reliable and up-to-date database covering all aspects of inspections such as type, nature, frequency and the results of conducted inspections.

Lack of information on inspection has led the Ministry of Education not to have risk based inspection plan. As the result some primary schools remained un-inspected while others are being inspected repeatedly.

The repeated inspections have resulted into re-issuing inspection recommendations that have been issued in the previous inspections.

3.6.3 Weak information on resources available and allocated

PO-RALG is required to organise records of the state of infrastructures of each registered primary schools into a national database, this will form basis for PO-RALG to carry out resources (i.e. financial and technical personnel) needs assessment and keep in records that will facilitate risk based planning for developments, repair and maintenance of primary schools infrastructures.

During interview made with official for PO-RALG, the audit team noted that, PO-RALG did not maintain a reliable and up-to-date database on the state of primary schools' infrastructures from Local Government Authorities. The available records had details on the number of available and missing infrastructure but not on the condition/state of available infrastructure.

Absence of data base that captures the information on the state of primary schools infrastructures has resulted into PO-RALG lacking information on the amount of the resources needed to facilitate planning and execution of primary schools development and maintenance of primary schools infrastructures. Lack of information and records (databases) on the available infrastructures has led to PO-RALG not allocating enough resources for carrying out developments and maintenance of primary schools infrastructures. This has led to deficiencies of infrastructures in most of primary schools in the country.

Weak information on resources available has attributed to inadequate database for infrastructure maintenance and lack of needs assessment for infrastructure maintenance and rehabilitation.

Inadequate database on school's infrastructures maintenance

Local Government Authorities are required to ensure the presence of a comprehensive database on public primary schools infrastructures' maintenance. This aims to ensure that all infrastructures that need maintenance are maintained timely and at reasonable costs.

During the interviews with Local Government Authorities official in all six regions visited, it was noted that no inspection have been conducted to assess the situation of infrastructures so that maintenance plans can be done. Hence the government does not know how many classes, teachers' houses, latrines and desks need

maintenance and the cost that is required. Instead, maintenance is done in proactive manner especially when there is an outcry of certain infrastructures.

On the other hand, the audit found some classrooms were dilapidated and had fallen down while toilets are closed. Example is Kiboriani primary school at Mpwapwa District Council, Dodoma Region whereby the school failed to conduct maintenance of classrooms leading to collapsing of two classrooms.

This resulted into standard three and four pupils sharing one class. The teaching becomes difficult as one class is taught at the time while the other class is listening. Failure to ensure maintenance and rehabilitation of the two classrooms have made this school to have total number of 405 pupils who do not have classes to sit in. This has contributed to the overcrowded classroom reaching a classroom pupil ratio of 1:101. An example of dilapidated classrooms are as presented in photo 3.2 where team found two classroom dilapidated but in the records of District Education Officer it was indicated that the respective classrooms are in use and in good condition.



Photo 3.2: A damaged and unmaintained classrooms found in Kiboriani Primary School for more than five years. (Photos taken on 12th November, 2016 in Mpwapwa District Council)

Consequently, failures to ensure sustainable public primary schools' infrastructures have been leading to destruction of the respective infrastructures that add cost to the government. Also, it triggers and

contributes to poor pupils and teachers learning and teaching which also may have contributed to pupils' poor performance.

Lack of Needs Assessments on infrastructure Maintenance and Rehabilitation

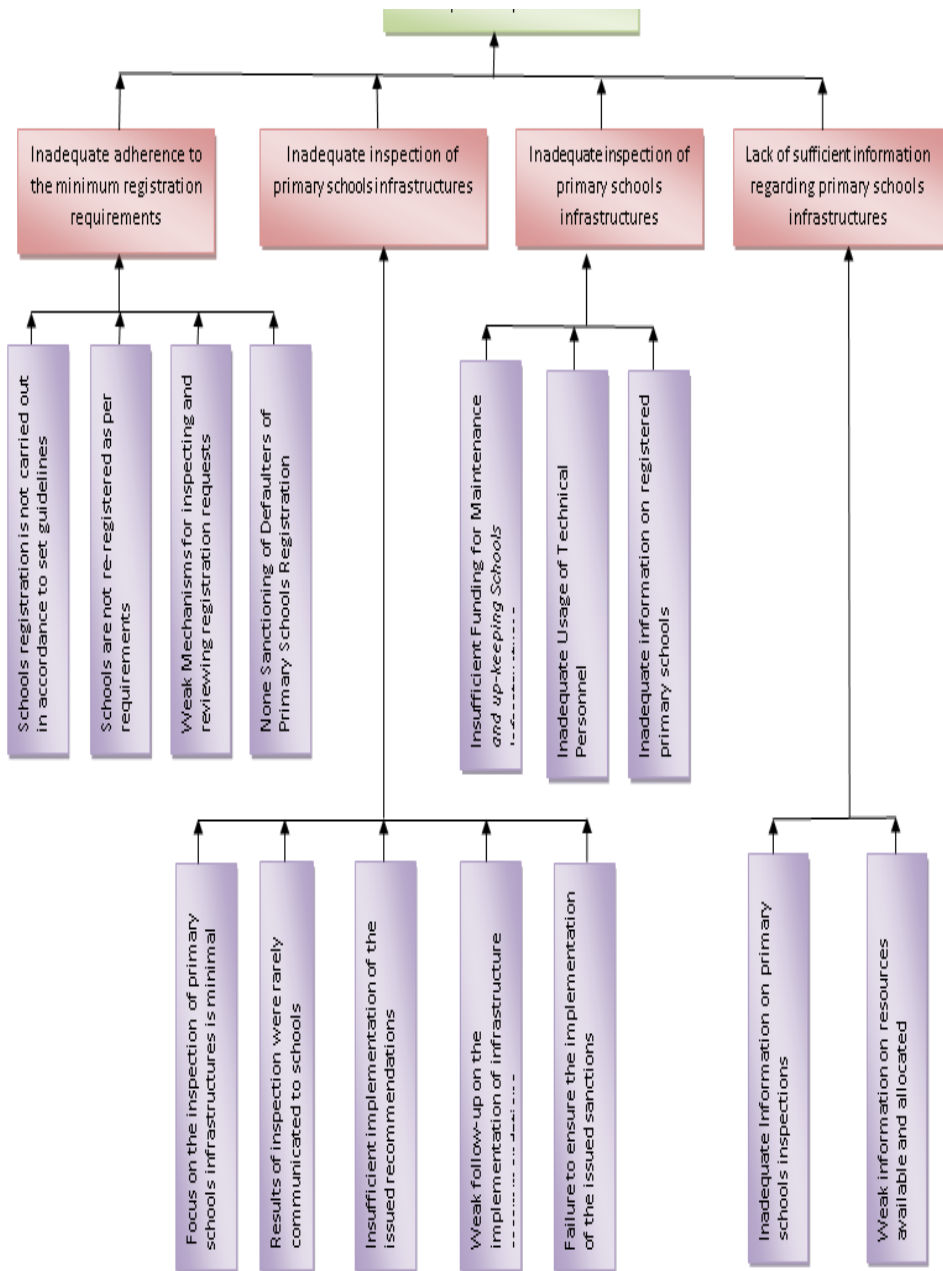
The auditors noted that, one of the factors contributing to inadequate allocation of funds was due the failures of PO-RALG to conduct required primary schools needs assessments to determine costs of maintenance and rehabilitation of the infrastructures. It was further noted that, budgeting and release of funds for public primary schools infrastructures development was done during Primary Education Development Program (PEDP). Currently, the government do not know the costs required for the primary schools infrastructures maintenance and development. This was due to the past culture whereby most of these activities were carried out by citizens while the government was only taking a small portion, mainly technical issues during finishing and allocation of teachers.

During the interviews with officials from PO-RALG, the audit noted that, the government has never conducted Primary schools infrastructures needs assessment since 1960s. This has made some infrastructures like classes, toilets and teachers houses that were built in 1960s, 1970s, 1980s and 1990s became dilapidated. Some have fallen down as depicted in photos 3.2 above and in photo 3.3 below where a teacher's house had become redundant due to failure to replacing only eight corrugated iron sheets, four windows, three doors and a floor screed.



***Photos 3.3:** Incomplete pit latrines and a dilapidated teacher houses failed to be developed and maintained (Photos taken during the audit on 11th and 12th November, 2016 in Mpwapwa District, Dodoma region)*

Figure 3.4: Audit findings relationship



CHAPTER FOUR

CONCLUSION

4.1 General Conclusion

Based on the facts provided in the findings chapter, the audit concludes that, Ministry of Education and PO-RALG have not effectively implemented the mechanisms to ensure availability of adequate infrastructure in primary schools for enhancement of conducive learning environment for pupils.

Primary schools, particularly public primary schools have poor, dilapidated and insufficient infrastructures. As a result 4 Million pupil's equivalent to 48 percent of all pupils in public primary schools did not have classrooms and 5.4 Million pupils equivalent to 65 percent of all public primary schools pupils did not have latrines. It was also noted that 3 Million pupils did not have desks which lead them to sit on the floor or one desk accommodating up to five pupils instead of three pupils sitting comfortably.

Lacking primary schools infrastructure pose a great risk to poor performance of pupils in the country. Adequate infrastructure facilitates education, better foundations for success in school, at work, and throughout life and directly benefits the economy, society, and individual quality of life. Well-educated citizens are well equipped to meet the demands of a modern economy, and are more likely to become productive, healthy and better participating members of society.

Regardless of the tremendous increase of pupils' enrolment in the country, the Ministry of Education and PO-RALG have made little efforts on the establishment and maintenance of primary schools infrastructures in the country to cater for the demands of overpopulated pupils in primary schools.

4.2 Specific Conclusions

4.2.1 Inadequate adherence to the minimum registration Requirements

Ministry of Education has failed to ensure that all primary schools adhere to the minimum registration requirements during the first registration and re-registration. Most of the primary schools lack adequate classrooms, toilets and desks but still continue to operate; this has resulted into unattractive learning environment especially in

public primary schools. Private schools that were registered by the Ministry of Education were found to have better infrastructures than public primary schools registered by PO-RALG.

This was due to the facts that PO-RALG is the owner of public primary schools and at the same time is the one that would ensure adherence to provision and maintenance of public primary schools infrastructures.

The Compliance level of the adherence to the minimum registration requirements of primary schools infrastructure stands at 18 percent for public primary schools and 80 percent for private schools. In this regards, it was found that more than 6.8 million primary school pupils continue schooling without desks, classroom or latrines or combination of two or more.

4.2.2 Inadequate inspection of primary schools' infrastructures

The inspection of schools is neither adequate nor comprehensive. The Ministry of Education carries out schools inspections and recommends on the rectifications needed as part of Schools Quality Assurance process. 95 percent of the inspection recommendations were based on academic issues.

Inspections are not conducted adequately to identify weaknesses in buildings and infrastructure conditions. Hence, rarely recommendations are provided on the improvement and management of primary schools infrastructures and they are in terms of quantity and not quality.

After the inspection the owners of primary schools need to be informed on the condition of the infrastructures in their schools. This enables the schools operators be aware of issues they should address relating to structural integrity, the safety of toilets, desks, classroom floors, and environmental conditions in their schools.

PORALG does not ensure that the deficiencies identified in the primary schools during inspections are properly addressed. The deficiencies noted during inspections of the primary schools in the visited areas had been previously raised during the last inspections but they were not addressed. Failures to address the identified infrastructural deficiencies endanger safety and sustainability of primary infrastructures. Consecutively this leads to inadequacy of primary schools infrastructures.

The audit noted further that, even the few recommendations that are established by Ministry of Education to PO-RALG are not implemented.

On the either hand, the Ministry of Education did not have adequate and functional mechanisms in place to make proper follow-up of the recommendations issued. Failures of the Ministry of Education to carry out periodical primary schools infrastructures inspection have contributed to the increased and prolonged poor, dilapidated and abandoned infrastructures in primary schools.

On the other hand, the learning and teaching environment for pupils and teachers will not be conducive. In near future, this may encourage more pupils' truancy, drop outs and mass failures. As the result, poor learning and teaching environment demoralizes teachers. This discourages teachers, especially those in peripherals to have sustainable stay. As the result, peripheral primary schools will continue performing poorly due to high teachers' labour turn over caused by poor and inadequate infrastructures.

4.2.3 Inadequate allocation of resources

The audit concluded that, allocation of resources that is fundamental on the management of primary schools infrastructures has not been done properly and adequately. PO-RALG has not been able to conduct effective survey country wise to determine the conditions of primary schools infrastructures so as to establish aggregate budget and plan.

Failures to have a survey have hindered the government to have the information on the situation of primary schools infrastructures so as to come up with a comprehensive plan that can enable improvements. As a result PO-RALG have been undertaking ad hoc plans for reactive issues.

Primary schools mainly those in rural areas with few pupils receive low fund through the Capitation Grants while those in urban with many pupils get more funds. However, PO-RALG did not have any other mechanisms in place to supplement or subsidize primary schools with fewer pupils to get additional funds for infrastructures development, maintenance and rehabilitation.

PO-RALG did not have a long-term strategic plan for managing challenges on development and maintenance of infrastructure in primary schools. Such challenges include aging of schools and increasing enrolment of which in turn need the expansion of primary schools infrastructure, new construction and or maintenance. The lack of such a long-term plan with specific, measurable goals makes it difficult for the Ministry to track whether it is making optimal use of its resources and progressing toward its objectives. As a result, primary schools are developed and maintained unsupervised with technical personnel.

4.2.4 Non-sanctioning of defaulters of primary school

The Education Act specifies sanctions to be taken to the defaulter of operating a school without meeting the minimum infrastructure requirements. However, the Ministry of Education was either seldom applying them or it has not been able to issue sanctions to defaulting public primary schools. This means that, the mechanism and strategies in place to inspect and ensure defaulters are sanctioned are not effectively functioning. The non-issuance of sanctions has resulted into non-compliance to minimum infrastructure required in public schools.

The responsibility of sanctioning public schools has been left to PO-RALG who on the other hand has the responsibility of implementing the issued sanctions. Henceforth, simultaneous assuming the roles of ownership and sanctioning has led to all primary schools having inadequate infrastructures and operates without meeting the infrastructure required.

CHAPTER FIVE

RECOMMENDATIONS

5.1 Introduction

This chapter presents recommendations of this audit report. They are directed to the Ministry of Education and PO-RALG on what should be done to ensure availability and up keeping of primary schools infrastructures in the country.

The audit office believes that full implementation of these recommendations will significantly improve the primary schools infrastructure. The implementation will also ensure the 3Es of Economy, Efficiency and Effectiveness in the use of the public resources.

5.2 Recommendations to the Ministry of Education, Science and Technology

The Ministry of Education, Science and Technology should:

1. establish mechanisms for ensuring that all primary schools are registered according to the laid down requirements;
2. establish procedures to further prioritize and ensure timely completion of primary schools infrastructures inspections and have a regular follow-up on the recommendations; and
3. ensure that application of sanctions during and after the inspection of primary school's infrastructure is done as per the stipulated laws and regulations, and periodically follow-up on the effectiveness of the issued sanctions are conducted.

5.3 Recommendations to the President's Office-Regional Administration and Local Government

The President's Office-Regional Administration and Local Governments should:

1. establish an integrated database system for maintaining and keeping records and information on primary school's infrastructures that will assist planning for activities regarding the development and up keeping of primary schools' infrastructures in the country;
2. ensure proper allocation of resources (financial and technical personnel) and have mechanism in place to ensure that these

resources are utilized effectively for adequate development and up keeping of primary schools' infrastructures;

3. ensure that there is an articulated plan on follow up of all recommendations issued by school inspectors regarding to availability and up keeping of primary schools' infrastructures; and
4. ensure that primary schools' infrastructures needs assessment is periodically conducted and required actions are taken on time.

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APPENDICES

Appendix 1: Audit Questions and Sub Audit Questions used

The audit objective was addressed through the following audit questions

Audit Question 1	To what extent are the registered primary schools adhere to the minimum registration requirements on the infrastructures required?
Sub Audit Question 1.1	Are primary schools registered according to minimum infrastructure requirements?
Sub Audit Question 1.2	Do the registration process carried according to set by the Ministry registration guideline?
Sub Audit Question 1.3	Does Ministry of Education carry out primary school re-registration to ensure schools adhere to the registration requirements
Sub Audit Question 1.4	Do Ministry of Education and PO-RALG have good mechanisms for inspecting and reviewing the request for registration of new primary schools?
Audit Question 2	Do the inspection of Primary school infrastructure adequately conducted and identified weaknesses addressed?
Sub Audit Question 2.1	Do conducted inspections covered all aspects of infrastructure?
Sub Audit Question 2.2	Do school infrastructures inspections conducted as planned?
Sub Audit Question 2.3	Are the results of inspection properly communicated to School management, Local Government Authorities, and PO-RALG for corrective measures to improve the situation?
Sub Audit Question 2.4	Are inspection recommendations on school infrastructures adequately implemented?
Sub Audit Question 2.5	Do Ministry of Education and PO-RALG conduct periodical and timely follow-ups to determine whether recommendations rose from inspection of school infrastructures have been implemented?
Audit Question 3	Does PO-RALG allocate adequate resources for primary schools' infrastructures management?
Sub Audit Question 3.1	Does PO-RALG allocate adequate financial resources for development and maintenance of primary school infrastructures?
Sub Audit Question 3.2	Does PO-RALG allocate technical personnel for primary school infrastructure management?
Audit Question 4	To what extent sanctions are issued to defaulters of primary school registration requirements?
Sub Audit Question 4.1	Does Ministry of Education issue sanctions to contraveners of registration requirements?
Sub Audit Question 4.2	Do the Ministry of Education and PO-RALG ensure that issued sanctions are implemented accordingly?
Sub Audit Question 4.3	Does Ministry of Education make follow up on the implementation of sanctions to the defaulters

Appendix 1.1: Audit Criteria and Source

The audit objective was addressed through the following audit criteria:

Audit criteria	Source of Criteria
Adherence to registration requirements	
<p>Ministry of Education is required to register a school once all necessary Buildings and Infrastructures have been completed.</p> <p>A minimum infrastructure requirement for a single streamed school with standard I-VII of 40 pupils is that, in each school must have at least 6 classrooms with desks and toilets with 12 holes for pupils and 2 holes for teachers.</p>	<p>Guidelines on Establishment and Registration of Schools, 1982.</p> <p>Ministry of Education Guideline for construction of Primary school buildings and furniture, 2008.</p>
<p>PO-RALG should notify Ministry of Education on the particulars of registered schools by Local Authorities who are delegated authority to register Government primary school.</p> <p>Ministry of Education should ensure that, every school is inspected by an inspector for compliance to the registration requirements</p>	<p>Ministry of Education Guideline for establishment and registration of schools</p> <p>Guidelines on Establishment and Registration of Schools, 1982.</p> <p>Education Act Cap 353 Section 42</p>
<p>Ministry of Education is required to ensure that, the registration of school is a continuous process which should repeat after every four (4) years and ensure schools adheres to registration standards.</p> <p>Ministry of Education is required to inspect schools for adherence to school registration requirements</p>	<p>Education Circular No. 11 of 2011</p> <p>Ministry of Education strategic plan (2012), Objective D, Strategy 3</p>
<p>Ministry of Education should register primary schools through screening the process by involving the Local Government Authority Officials.</p> <p>Ministry of Education is required to strengthen quality assurance and quality control systems and structures</p>	<p>Guidelines on Establishment and Registration of Schools, 1982.</p> <p>Ministry of Education strategic plan (2012), Objective D, Strategy 3</p>
Infrastructure inspection	
<p>Ministry of Education should ensure that, every school is inspected by an inspector for compliance to the registration requirements</p> <p>Ministry of Education is required to ensure that, whole School inspection covers all aspects of school as a place of learning</p>	<p>Education Act Cap 353 Section 42 (1)</p> <p>Handbook for school Inspection Section 2.5.1</p>
<p>Ministry of Education is required to ensure that, every school is inspected once in an academic year. Also, Annual Inspection plan should give the names and number of schools expected in a year and the plan must ensure that all primary schools are included in the cycle of inspection</p>	<p>Ministry of Education Handbook for School Inspector, Third Edition (2010) Section 2.6</p>

Audit criteria	Source of Criteria
Ministry of Education is expected to conduct regular inspections and detected infrastructure defects communicated to School owners. The Inspection reports should be issued to commissioner and copies to Local Government Authorities and school managers	Public Health Act, 2009 Section 164 (1) & (2) Education Act Cap 353 Section 42 (3)
PO-RALG should ensure Local Government Authorities react appropriately to the inspection recommendations	Education Act Cap 353, Section 42 (5)
Ministry of Education is required to make follow up on the rectification of observed problems on physical infrastructure Ministry of Education is expected to conduct regular inspections and detected infrastructure defects communicated to School owner/Manager/Institution. PO-RALG should analyze reports on primary school buildings, infrastructure and assets and conduct spot inspection where necessary	Education Act Cap 353, Section 42 (4) Public Health Act, 2009 Section 164 (1) & (2) PO-RALG functions and Organization structure, Section 2.3.1 (v)
PO-RALG is expected to finance primary schools through development grants for construction of new classrooms and infrastructure rehabilitation. Ministry of Education should allocate 4 percent to 6 percent of gross domestic product (GDP) to education and/or allocate 15 percent to 20 percent of public expenditure to education PO-RALG is expected to ensure availability of enough and quality infrastructures in Primary schools. PO-RALG is required to set aside a significant budgetary allocation for establishment of educational infrastructure. PO-RALG is required to provide a capitation grant of TZS 10,000 per primary school pupil per year national wide of which 30 percent should be used for infrastructure maintenance and rehabilitation.	Plan and Budget Estimates of PEDP I UNESCO-Global Education for All Meeting and Muscat Agreement (Muscat, May 2014) Education Policy (2014) Section 3.2.12 The Education Sector Development Program (2008 - 2017) 3.1 (v), 3.6.3.1 (v) and 3.6.3.1 (xvi)
PO-RALG should ensure availability of a good employment system in the education sector so as to fulfil needs, availability and human resource management for the development of education sector. PO-RALG is required to assign a skilled personnel responsible for primary school infrastructure management.	Education Policy (2014) Section 3.4.1 PO-RALG functions and Organization structure, Section 2.3.1 (v)
Sanctions	

Audit criteria	Source of Criteria
A Commissioner is required to give notice in writing to the Manager/head teacher in case of non-Compliance. The Commissioner may specify in the notice any period of time within which the directions contained in it must be complied with.	Education Act Cap 353, Section 44
<p>Ministry of Education is required to give notice to any manager who defaults and or close a school in case of non-compliance of registration requirements until the requirements have been complied with.</p> <p>Punishment for those who will be guilty of an offence:</p> <ul style="list-style-type: none"> ○ Liable on conviction to a fine not exceeding ten thousand shillings or, in the case of a second or subsequent offence, shall be liable to that fine or to imprisonment for a term not exceeding six months, or Both fine and imprisonment. 	Education Act Cap 353, Section 60
Ministry of Education and PO-RALG is required to ensure implementation of issued sanctions.	Ministerial Budget Speech 2016/17, Section 29.
Ministry of Education is required to make follow up on the rectification of observed problems on physical infrastructure	Education Act Cap 353, Section 42 (4)

Appendix 2: Detailed Methodology approach of the Audit

Appendix 2.1: List of reviewed documents and obtained information

Document Reviewed	Reasons
At the Ministry of Education	
Education Policy	To understand the commitments of the government and its vision on the improvements of the education sector in the country particularly on the management of primary schools infrastructures
Medium Term Strategic Plan 2012/2013 - 2015/2016	Aimed to obtain information on the strategies set in place by Ministry of education to address primary schools infrastructures
Activity plans	To understand the various planned activities by Ministry of Education to address issues related to primary schools infrastructures management
Inspection Reports	To understand the coverage of inspections conducted by the Ministry of Education on the management of primary schools infrastructures in the country and the recommendations issued to address weaknesses observed
	To understand the level of primary schools adherence to minimum standards for registration and re-registration and sanctions issued by
Performance reports	Extent of implementation of planned activities
Monitoring and evaluation reports	Focus of Monitoring and Evaluation ,identified challenges and actions taken
Resources allocations	Proper allocations of resources based on the organizations' annual and strategic plans
Implementation reports	Extent of implementation of the developed plans and the level of achievement
Meeting minutes with officials from Ministry	To understand how the Ministry of education address issues related to primary schools infrastructures management in the country
Schools inspection checklist and handbook	To understand the procedures, issues covered during inspection and timeframe for primary schools infrastructures inspection so as to assess the adherence by the Ministry of Education during primary schools inspection.
Guideline for School Supervision (April,2010)	To understand the primary schools' infrastructures supervision so as to know the responsibilities of all stakeholders responsible for primary schools infrastructures management
Kiongozi cha mkaguzi wa shule 2006	To understand procedures for inspection of primary schools and how it can be used to address issues/challenges facing primary in the country
At President's office-Regional Administrative and local Government (PO-RALG)	
Strategic Plans	Aimed to obtain information on the strategies set in place by PO-RALG to address primary schools

	infrastructures
Activity plans	To understand the various planned activities by PO-RALG to address issues related to primary schools infrastructures management To understand whether PO-RALG has been able to ensure assessments of primary schools infrastructures in the country so as to realize the level of costs for maintenance and rehabilitation
Pre-primary, primary and Secondary Education Statistics, 2013, 2014	To get the information about on Pupils enrolment, primary schools facilities and schools inspections.
Performance reports	Extent of implementation of planned activities
Monitoring and evaluation reports	Focus of Monitoring and Evaluation ,identified challenges and actions taken
Resources allocations	Proper allocations of resources based on the organizations' annual and strategic plans
Implementation reports	Extent of implementation of the developed plans and the level of achievement
Approved Medium Term Expenditure Framework	To understand the extent PO-RALG has managed to allocate and utilize resources to public primary schools on the management of infrastructures in terms of maintenance and rehabilitation.
Meeting minutes with officials from PO-RALG	To understand how PO-RALG address issues related to primary schools infrastructures management in the country
At Local Government Authorities (Local Government Authorities)	
Activity plans	To understand the various planned activities by Local Governments Authorities to address issues related to primary schools infrastructures management
Inspection Reports	To understand the effectiveness of Local Government Authorities to implement the recommendations issued by the Ministry of Education in the inspection reports`
Implementation reports	Extent of implementation of the developed plans and the level of achievement towards addressing issues of developing and up keeping of primary schools infrastructures
Inspection Reports	To understand the effectiveness of Local Government Authorities to implement the recommendations issued by the Ministry of Education in the inspection reports
Log book (database) of Infrastructure Statistics	To understand the following <ul style="list-style-type: none"> • Infrastructures available with respect to number of pupils • The demand of infrastructures
At visited Schools	
Pupils attendance registers	To validity number of pupils in a particular school
Log book	To assess whether inspection have been conducted in

	a particular school
Inspection Reports	To understand the effectiveness of the schools to implement the recommendations issued by the Ministry of Education in the inspection reports
Infrastructure register book (Statistics)	To get records of Infrastructures statistics
General Documents	
Dira ya Taifa ya Maendeleo 2025	To understand government's vision of the education sector and its commitments to meet to realize the vision
Mwongozo wa ujenzo wa vyoo bora na usafi wa mazingira	To understand the standards required on the construction and maintenance of latrines holes in primary schools in the country
Juhudi za kuboresha Elimu ya Msingi - 2013	To get understanding the progress made by the communities in improving primary schools infrastructures as part of the effort towards improving primary schools education in their regionals
Education stakeholders/ Researchers	
Research conducted by various education stakeholders like TWaweza, UNICEF and Universities etc.	To understand various challenges facing the education sector in primary schools in the country; magnitude of the problem and recommendations ever given out for improvements

Appendix 2.2: List of interviewed Officials and reasons for the interview

S/N	INTERVIEWEE	REASON FOR THE INTERVIEWS
At the Ministry of Education, Science and Technology		
1.	Commissioner of Education	To gain understanding about requirements for primary schools registration and on how they ensure primary schools that they register, meet the minimum infrastructure requirements and continues to have the required infrastructure
2	Director of School Accreditation	To get an overview of the school registration procedures, laws and standards used, and who is responsible for what and also to get an understanding on how they ensure primary schools that they register, meet the minimum infrastructure requirements and continues to have the required infrastructure.
3	Director of School Quality Assurance	Is the one responsible for matters related to provision of quality education in the country, the wanted to understand the effort made to ensure schools are adhered to primary schools registration requirements
4	Director - Policy and Planning Unit	To gain an understanding of the planned activities related to enforcement of adherence to primary schools infrastructure in the country
5	District School Inspectors	To understand nature and frequency of inspection as well as challenges that hinder the achievement of the effective inspection Also to understand the methods they use to mitigate the inspection challenges
6	Head of Physical Facilities Section	To collect information on how they ensure primary schools infrastructures is managed for enhancement of conducive learning environment for pupils
7	Head of Section - Physical facilities standards	To have an understanding of standards used for infrastructure in the establishment of schools and infrastructure requirements for school registrations
At President's office-Regional Administrative and local Government (PO-RALG)		
1	Director of Education Administration	To have understanding on primary schools day to day management of the facilities, including construction and maintenance.
2	Director of planning and budget	To have an understanding of allocation of financial resources to the activities related to developing and maintenance of primary schools infrastructure.

3	Assistant Director of Primary Schools Education	To understand the management of primary schools infrastructures in the country
At Local Government Authorities		
1	District/Town Education Officers	To understanding of their effort towards developing and maintaining primary schools infrastructure to ensure good teaching and learning environment in their area of jurisdiction
2	District/Town Health Officer	To understand their operations in ensuring schools complies to public health requirements
3	Municipal/District Engineers	To gain information on how do they ensure that there is development and maintenance or rehabilitation of primary schools infrastructure in their area of jurisdiction
At Primary Schools		
1	Head Teachers of primary Schools	To have an understanding and assess extent to which primary schools adhere to minimum registration requirements; impacts resulted from poor primary schools and efforts toward addressing the issues of developing and maintenance of primary schools infrastructure in their area of jurisdiction
2	Chairpersons of Primary School committees	Understand their efforts toward addressing the issues of developing and maintenance of primary schools infrastructure in their area of jurisdiction.
3	Members of primary schools Committees	Understand community roles on the management of primary schools infrastructures

Appendix 2.3: List of visited Primary Schools and reason for visit

S/N	Name of School	Type of School	Reason for the Visit
High Performing school			
1.	Kasekese	Public School	<ul style="list-style-type: none">to get and verify statistics of the number of pupils available in a particular schoolObserving condition and availability of classrooms, toilets and desks in a particular schoolTo be able to determine the impact of infrastructures in achieving high performance results of a schoolTo be able to compare between Public School and Private School in term of quantity and quality of their infrastructures.
2	Ikulwa		
3	Azimio		
4	Endagew		
5	Kikombo		
6	Mangaka		
7	Waja springs	Private School	
8	Singrid		
9	LEA		
Medium performing school			
10	Mpwapwa	Public School	<ul style="list-style-type: none">to get and verify statistics of the number of pupils available in a particular schoolObserving condition and availability of classrooms, toilets and desks in a particular schoolTo be able to determine the impact of infrastructures in achieving medium performance results of a schoolTo be able to compare between Public School and Private School in term of quantity and quality of their infrastructures.
11	Likokona		
12	Dongobesh Viziwi	Private School	
Low Performing school			
13	Lugonesi	Public School	<ul style="list-style-type: none">to get and verify statistics of the number of pupils available in a particular schoolObserving condition and availability of classrooms, toilets and desks in a particular schoolTo be able to determine the impact of infrastructures in achieving lower performance results of a schoolTo be able to compare between Public School and Private School in term of quantity and quality of their infrastructures.
14	Simbaguji		
15	Idofi		
16	Masakta		
17	Kiboriani		
18	Nanyumbu 1		
19	FTM	Private School	

Appendix 2.3.1: Selection of Visited Local Government Authorities from different zones

Zone	Region	Selected Region	Average Performance (2011-2015) in Percentage	Category of performance	Selected Council
Eastern	Morogoro		51.58	Good	
	Dar es Salaam		74.97	Very Good	
	Pwani		48.59	Average	
Northern	Manyara	Manyara	50.50	Good	Mbulu District Council
	Kilimanjaro		55.68	Good	
	Arusha		64.37	Very Good	
	Tanga		50.70	Good	
Southern	Mtwara	Mtwara	45.65	Average	Nanyumbu District Council
	Lindi		44.74	Average	
	Ruvuma		52.53	Average	
Western	Kigoma		42.22	Average	
	Katavi	Katavi	73.22	Very Good	Mpanda District Council
	Rukwa		42.04	Average	
Central	Dodoma	Dodoma	41.19	Average	Mpwapwa District Council
	Shinyanga		44.00	Average	
	Singida		47.25	Average	
	Tabora		49.14	Average	
	Simiyu		58.78	Good	
Southern Highlands	Njombe	Njombe	59.05	Good	Makambako Town Council
	Mbeya		53.58	Good	
	Iringa		61.21	Very Good	
Lake	Mwanza		53.61	Good	
	Mara		48.44	Average	
	Geita	Geita	70.78	Very Good	Geita Town Council
	Kagera		53.16	Good	