

**EFFECTIVE SUPPORT TO TERTIARY EDUCATION AND
RESEARCH IN DEVELOPING COUNTRIES A
CHANGING LANDSCAPE**

**DEVELOPMENTS AND IMPLEMENTATION OF GOVERNMENT
POLICIES FOR HIGHER EDUCATION AND RESEARCH**

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1.0 BACKGROUND

Tanzania attained its independence in 1961. Hence this paper reviews the major milestones in terms of evolution of the process of development of the policy of higher education and research over the last 40 years of existence of Tanzania. It is imperative to highlight the major milestones in terms of evolution of the national vision that had impact on policy development and adoption by Government prior to implementation.

1.1 Evolution of the National vision

Between 1961 and 1966, Tanzania was guided by visions that were common amongst all the African countries that had attained independence as pronounced in the first five-year development plan (that ran from 1964 – 1969). The vision at that material time was mainly Pan-African i.e. to attain control of the governance and the economy by the indigenous community and to remove all the colonial legacies. This culminated into the formal adoption of the African socialist ideology of “Ujamaa” in 1967, as promulgated in the Arusha Declaration. This policy was to guide Tanzania for well over ten years (Nyerere, 1967). The guiding vision was “Ujamaa and Self Reliance”. Between 1967 and 1980, the country was run under an adopted African socialist model based on centrally-directed planning and the national wealth being in “public hands” that slowly translated into “no-one’s hands” when several features, including the global energy crisis and the Uganda war of 1978 that led Tanzania into a deep economic crisis by 1980, emerged. The period 1980 -1985 can be viewed to have been the transitional period between African Socialism and an economy under transformation spearheaded by the World Bank and the IMF under the Structural Adjustment Programme (SAP I). The period between 1985 and 1990 saw the on-set of national reforms with the national vision being somehow almost swept under the carpet and taken over by the World Bank and IMF vision guided by the Structural Adjustment Programme phase II. The year 1995 witnessed the introduction of the Medium Term Expenditure Framework (MTEF) planning and budgeting model. In the year 2000, a clear national vision emerged as pronounced in the Tanzania Vision 2025 (URT, 2000b). At this point, the role of the donor community on the national vision and policies was still profound. However, from 2000 to 2005, the Government of Tanzania has had a firm vision on its role in poverty

alleviation vide the Poverty Reduction Strategy Paper (URT, 2000a) and Tanzania vision 2025, (URT, 2000b) mentioned above. The first sets of national policy papers during this period still had strong influence of the donor community vision due to the promised funding. However, the successor to the (PRSP, 2000a) i.e. Poverty Reduction Strategy Phase II (PRS II, 2004) is a paper that contains policy pronouncements that are wholly owned and accepted by Tanzanians.

1.2 Evolution of higher education in Tanzania

There are a few milestones that mark the evolution of higher education in Tanzania since the time of its independence in 1961. The period 1961 to 1966 was the time when the national higher education sub-sector was established in Tanzania following establishment of the University College, Dar-es-Salaam as a Constituent College of the then University of East Africa. Higher education matters were coordinated by the Ministry that was responsible for Education. At that time, the guiding policies for higher education operations were less national and more regional in view of the three East African nations owning one University. The academia was guided by the Pan-African ideologies with political struggle being its main pre-occupation while the curricula and the organizational culture of the institutions were still colonial in nature. University operations and curricula were still modeled on the colonial universities i.e. The University of London. The period saw formation of a few non-university national higher education institutions that were either public or religious based.

The adoption of the Arusha Declaration in 1967 that proclaimed *Self-Reliance* and adoption of the African Socialism led to a major shift in the ideology behind higher education with many attempts to introduce various facets of nationalism in the sub-sector operations including the curriculum. This led to increased resistance by students and staff that in turn increased antagonism with the state. Between 1967 and 1974, the Tanzanian higher education sector witnessed an increase in the number of institutions that were mostly owned by parastatal organizations and sector ministries that offered non-degree qualifications. Access to universities and higher education institutions remained

essentially very elitist with no provisions for equity or gender. With the low numbers of students enrolled, quality was not much affected. In 1970, the East African University paved way for the establishment of three national Universities in place of the East African University that had its headquarters at Makerere in Uganda. This break up preceded the collapse of the East African Community that took place in 1977. At this time, the national Universities were guided by national ideologies.

The period between 1975 and 1985 was marked by an onset of a serious economic crisis in Tanzania coupled with the Uganda war. The higher education sector that had expanded was now facing a serious financial crisis in terms of both recurrent and capital development budgets. The number of fellowships available from Government was very limited and the problem of low enrolments became more common. At this time the Government formed a number of Commissions, Task Forces and Committees to study the problems. The period between 1985 and 1995 was the worst period for the Tanzanian higher education sub-sector in view of the dominance of the national scene by the World Bank and IMF who strongly subscribed to the approach of marginalization of the higher education sector in favour of primary and secondary education, as if the two can survive without higher education. The resources flow to higher education dwindled to the extent that one started to doubt the quality of the outputs produced by the institutions as confirmed by tracer studies conducted by a few institutions that were able to retain some understanding external donors (UDSM, 1999). The only institutions that were able to weather the storm were those who by early 1990 were able to put up self controlled transformation programmes like the University of Dar-es-Salaam (Luhanga *et al*, 2003).

As a result of the recommendations of a number of Government Commissions (the S&T policy of 1986 (URT); the Kuhanga Committee (URT, 1990), a Ministry responsible for Science, Technology and Higher Education was established in 1990. This was to mark the beginning of formulation of the policy for Education and Training of 1995 (URT, 1995b) prepared jointly with the Ministry for Education and Culture and the Higher Education Policy of 1995 (URT, 1995a) that paved way for the Education Amendment Act. No.10 of 1995 (URT, 1995c) that led to the liberalization of education delivery. Two regulatory bodies, namely Higher Education Accreditation Council (HEAC) and National

Council for Technical Education (NACTE), were established in 1995 and 1997 (URT, 1995c & 1997), respectively. The second phase of the Public Service Reforms (URT, 2000c) which began in 1995 saw the changed role of Government from that of a service-provider to that of facilitator and promoter of Public-Private Partnership (PPP). As result of PPP, a number of private universities were established and enrollment increased from a mere 8000 to 22000 by 2004. Generally, the period between 1985 and 2000 can be considered to have been a difficult period for the higher education sub-sector in Tanzania in view of the ability of the external support agencies and banks to dictate the agenda for the Tanzanian higher education sector through their questionable beliefs in theories of lower societal returns of higher education compared to lower levels of education.

The National Higher Education Policy (URT, 1995a) has also been fine tuned to cater for enhanced regional collaboration efforts like the revival of the East African Community that have led to the signing of the IUCEA protocol. Others include the SADC protocol of 1997 (SADC, 1997) that has been recently revised, the AICAD, AAU etc. The active participation of Tanzania in the regional co-operations was all spearheaded by the national vision with the intention of maximizing benefits emanating from the resulting economies of scale. The reversal of the stand of the World Bank, IMF and the EU on the critical importance of Higher Education around the year 2000 was an important watershed. It indeed enabled Tanzania to place the Higher Education Sector in its proper levels of priority in the most recent national plans and vision documents like the Successor to the PRSP I (URT, 2000c); the PRSP II (URT, 2004). The latest milestone in the higher education sub-sector is the recently proposed Universities' Act, whose Bill has been presented for first reading in the Parliament in February 2005, that seeks to give Universities a higher level of autonomy of operations through establishment of own charters rather than Acts of Parliament (for public universities) that are too rigid and cumbersome to amend (Luhanga, *et al*, 2003).

1.3 Evolution of Research Policies

Since independence, Tanzania has never sufficiently linked higher education to national research efforts except, perhaps, in a few cases where the Government research efforts, particularly in the Agriculture sector, were/are hosted by University research institutes and/or centers. Between 1961 and 1967, there are no recorded substantial national research efforts that are worth narrating. However, between 1968 and 1972, through support by the UNESCO National Commission and a few external donors, various Ministries and Institutions conducted isolated research efforts focusing mainly on Science and Technology. Prior to this, the S&T desk in Government was hosted by a number of Ministries including the Ministry of Finance and The Planning Commission hence reflecting the absence of any serious research vision at that time.

The first body responsible for co-ordination of research in Tanzania, The Tanzania National Scientific Research Council (UTAFITI) was established by the Act of Parliament No. 5 of 1968 (URT, 1968) under the Ministry of National Education. The fact that at that time, the Government could establish UTAFFITI even without having any guiding national policy on research confirms the conclusion that research remained unfocused and uncoordinated. Furthermore, despite passing the UTAFFITI Act in 1968, it took the Government four years i.e. until 1972 to appoint the first Director General. In 1977, UTAFFITI was shifted to the Ministry of Finance and Economic Affairs. This move once again reflected existence of a crisis of lack of a concerted national vision for research, leave alone the non-realization of the potential link between research and higher education.

Between 1977 and 1986, the first national Science and Technology policy was prepared and approved. Although the policy was still relatively fragmented, it led to the transformation of UTAFFITI to the current Tanzania Commission for Science and Technology (COSTECH) through enactment by Parliament of Act No. 7 of 1986 (URT, 1986). The subsequent formation of the Ministry of Science, Technology and Higher Education in 1990 led to improved policy formulation and separation of the role of

implementation of the S&T policy to be fully under COSTECH. Despite the subsequent updating of the policy in 1996 and provision of more co-ordination powers to COSTECH, there are to-date many isolated institutional and ministerial research involvements that need to be further coordinated through enactment of a comprehensive national research policy that is due to be prepared soon as part of the MSTHE efforts of implementation of the Higher and Technical Education and the Science and Technology Masterplans (URT, 2003a &b). The preparation of the new national vision 2025 and the review of PRSP (2000a) to produce PRSP II (2004) are some of the new features that make the macro-environment more conducive for conducting research in Tanzania. The other advantage will be the enhanced focus on the linkage between research and higher education since establishment of the MSTHE. There is now a much better appreciation that Tanzania needs to enhance its research capacity in a few strategically selected research areas undertaken by strong national research teams guided by the masterplans and the global S&T foresight fora that are expected to be introduced shortly (MSTHE, 2003b).

2.0 INFLUENCE OF INTERNAL AND EXTERNAL FACTORS IN DEVELOPMENT AND IMPLEMENTATION OF POLICIES ON HIGHER EDUCATION AND RESEARCH

2.1 Internal Factors

It is generally agreed that higher education in Tanzania is of a fairly recent origin, dating no further than 1961 when the first University College that was at that time affiliated to the University of London was established. Presumably, this is where and when one should start when looking for external influences in policies that shaped the development of higher education in Tanzania. But there are also some strong internal factors which had a bearing on the establishment of the first university college in the country and, by extension, the higher education and research policies. A technical institute which was set up in Dar Es Salaam in 1957, for instance, was geared to offer technical trade courses to an increasing number of successful graduates of two trade schools (Ifunda and Moshi)

who would otherwise be referred to foreign higher and technical education institutions, such as the Royal Technical College (Nairobi), Makerere College (Kampala) and other institutions in the Southern part of the continent. These higher learning institutions abroad could enroll in total not more than 200 students from both Tanganyika and Zanzibar (Kitchen, 1962). The need to have a proper university that would absorb the growing number of secondary school leavers and churn out a substantial corpus of technocrats, critical to administer the emerging vacancies as the nation was gearing itself for independence, became stronger.

From this humble beginning, the college transformed itself into a federal college of the University of East Africa in 1963 and later, in 1970, into the University College of Dar Es Salaam with its enrolment shooting from 13 undergraduate students in 1961 to 1263 in 1970, pursuing various programmes in five faculties, namely Law (1961), Arts and Social Sciences (1964), Science (1965), Medicine (1968) and Agriculture (1969). By 1974 the enrolment had reached 1,852 undergraduate students and a sixth faculty, the Faculty of Engineering, was in place.

The most important development in higher education which was in line with the policy thrusts of the period under review, which should be noted here, is the establishment of six other institutions of higher learning in various areas of national priorities like pedagogical and technical training, public administration and local government management, financial management, social welfare and transport administration and management.

It is also worth noting that, in line with the centralized governance norms of the time, there were no regulatory bodies responsible for registering, accreditation and quality control of such institutions at national level. They were all administered and managed by their respective government ministries.

As mentioned earlier in this paper, under mono-party political systems, decrees, quite often eschewed to the ideological capital of the ruling party, tend to replace clear-cut

policies on the socio-economic development processes. Developments in the higher education arena in Tanzania between 1974 and 1984 lend credibility to this observation.

Critical policy decisions with far-reaching implications on the country's higher education system were made under the then ruling party, the Tanganyika African National Union (TANU) and its successor, Chama Cha Mapinduzi. The "education for self reliance" policy, pursued since the proclamation of the Arusha Declaration in 1967, which urged the combination of education and work or, rather, theory and practice, was positively appraised and reaffirmed as the right policy in 1974 in what came to be known as the Musoma Resolution. Essentially, this decree prevented qualifying ex-form six candidates from directly being admitted to the university to allow them to get work experience.

The Arusha Declaration stipulated, among other things, that admission to university will henceforth be open to candidates who had form six or equivalent qualifications and had acquired a minimum of two-year work experience. In retrospect, we now realize that one of the negative consequences of this ideological (policy) position was the creation of a backlog in enrolment. It is on record that for a period of ten years following adoption of this position, enrolment capacity at the University of Dar Es Salaam, to take just one example, went down to 75% utilization.

Between 1984 and 1994 there were a number of landmark achievements, despite lack of a clear policy, characterized the development of education, in general, and higher education, in particular, in Tanzania.

A Presidential Commission on Education, appointed in 1980 to review "the system of education in Tanzania came out with recommendations for its consolidation or reform", presented its report which was approved by both the ruling party and the government in 1982. The recommendations of the Commission (christened the Makwetta Commission, after the name of its chairman), contained in a booklet titled "*Educational system in Tanzania towards the year 2000*" (URT, 1984), became the guiding policy for the

education sector until mid-1990s when appropriate policies for each sub-sector of education were formulated.

It is imperative to note that the Commission still considered higher education and research as isolated domains that could operate independently with no more than Government cooperation “in the establishment, development and promotion of professionalistic outlook in the country”. More specifically, the Commission instructed:

“Institutions of Higher Education and Research Institutes will, therefore, design their acceptable special roles in the provision of expert advice and ways with which such advice can be implemented for this country’s development”. (1984, p29)

The document does not hesitate to accede to Government’s weakness due to lack of policy on higher education and science and summarizes the situation as follows:

“In the current (1980s) system of education, the government action plan to promote the national scientific and technological growth *has not been clearly defined*”. (Brackets and italics mine). [Ibid]

Other developments during the same period included: Government’s reversal of the Musoma Resolution on admission of students to university, whereby the two-year mandatory work experience prior to joining the university as a pre-requisite condition was removed; the establishment by an Act of Parliament of the second public university, the Sokoine University of Agriculture; the hiving off of the higher education department from the Ministry of Education and Culture and setting up the Ministry of Science, Technology and Higher Education in 1990; the establishment by an Act of Parliament of yet another public university, the Open University of Tanzania (OUT) in 1992; transformation in 1991 of the Faculty of Medicine to a constituent college, the Muhimbili University College of Health Sciences (MUCHS). These developments had a number of consequences but the most notable one is the expansion of enrolment in the higher education. For example, the OUT was able to add to the total public universities students’ nominal roll by 766 students when it first opened its doors in 1994.

Following the establishment of the Ministry of Science, Technology and Higher Education, the first comprehensive policy on higher education was formulated and operationalized in 1995. Under the same ministry, the first review of the national science and technology policy prepared in 1986 was also completed and operationalized at around the same time (URT, 1996). The National Higher Education Policy (NHEP) brought in its wake, among other things, liberalization of higher education provision; adoption of corporate strategic planning and income generation initiatives in public higher learning institutions; setting up legal framework and, indeed, establishment of accreditation, quality control and assurance organs for higher as well as technical education institutions.

2.2 External Factors

Generally speaking and from a historical perspective, an examination of external factors which have been exerting impact on the development and implementation of policies on higher education in Tanzania will inevitably revolve around block power politics, policies and priorities of the World Bank and its agencies, donors' financing schemes and their influence, global developments, support strategies and cultural agreements. The following factors are briefly discussed in terms of their impact and the associated constraints to the higher education and research institutions/efforts. In a way, these are the factors that have led to the observed changing landscape:

- **Effects of liberalization and globalization on education delivery**

Liberalization and globalization of education delivery as well as the new modes of delivery including enhanced use of ICT and multi-media technologies have all brought many new challenges and opportunities that essentially demand increased sustainable investment in the equipment and human skills on a continuous basis. To remain competitive, higher education institutions will need to be very alert and in general have to become more business-oriented with new mindsets. They also need to be more aware of the paradigm shift in terms of ensuring teaching and learning becomes more learner-centered.

- **New modes of education delivery (i.e. technological options and related opportunities and limitations)**

The need to work together as networks is even more important in order to attain the economies of scale as envisaged under the proposed Tanzania Educational Network (TENET (T)), a network for Tanzanian educational and research institutions. The labour market demand, enhanced public-private partnership and the increased social demand for education call for increased numbers of people who want to study with more diverse needs that will demand a more flexible teaching and learning environment, curricula and modes of delivery. At the same time, all these factors have a bearing on the quality of education delivered. They all require that enhanced mechanisms of regulation of the quality be put in place, at both the national and global levels. An increase in the number of global operators selling doubtful quality education can be expected. Such entities will be more concerned with making profits rather than the mission of delivery of quality education and, as such, they need to be identified and isolated.

- **Award of joint qualifications.**

The award of joint degrees is increasingly becoming common and particularly for the elite universities in Europe and Asia. It will be necessary to put in place other means of guaranteeing the quality of such programmes since they will demand regional or joint accreditation. The increase in such consortia-style universities should be seen as both an opportunity and a challenge . The current tendency of unaccredited universities from the North, particularly USA and Asia, delivering on-line courses to unsuspecting candidates from developing countries who use their meager earnings to pay for non-existent or unrecognized qualifications, calls for enhanced co-operation between the Governments and regulatory bodies from the North and South in order to curb this fast growing trend.

- **Global Millennium Development Goals**

The desire to meet the global millennium development goals and the overall increasing belief in the special role higher education can play in increasing the competitiveness of any nation, as ably demonstrated by the “Asian tigers”, are two crucial factors that make education and, in particular, higher education crucial for the sustained competitive development of the developing countries.

Other challenges which have had profound effect in the development and operationalization of higher education policies in Tanzania include:

- *Labour market demand versus quality of the outputs,*
- *The expanding public-private partnership in education delivery at all levels,*
- *Information and Communications Technology (ICT),*
- *Education being regarded as a tradable service,*
- *Increased social demand for education.*

From the above overview, there are many useful lessons that can be learned with regard to how effective collaboration between the North and South can be further enhanced.

3.0 SOME RECOMMENDATIONS ON HOW TO ATTAIN MORE EFFECTIVE COLLABORATION BETWEEN THE NORTH AND THE SOUTH

From the brief account on how the landscape of higher education and research has changed in Tanzania, and review of the North-South cooperation history, the following recommendations are put forward:

- Enhancement of capacity for policy analysis, formulation and review in Tanzania at both Government and institutional levels is much needed,
- It is necessary to create a more fair environment for joint policy formulation in development co-operation to ensure that no unfair provisions or unacceptable conditionalities are embraced,

- Support to the south be channeled through the established systems rather than creating parallel systems with minimal involvement of the Southern partners.
- The North should respect the development agenda and priorities of the South,
- More pro-active involvement of the South in formulation of the development agenda of the North would be more healthy,
- The need for strengthening of existing co-operation between the South and North through recognition of sustainable capacity building beyond the project period to ensure sustainability as exemplified by some of the co-operations initiated vide the successor programmes to the NPT e.g. MHO or SV ,
- Benefits emanating from promoting the involvement of Southern partners in planning development co-operations as guided by national or regional priorities ought to be recognised.

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