

# The Living and Working Conditions of Teachers in Tanzania

| A research report



**The Living and Working Conditions of  
Teachers in Tanzania:**

**A Research Report**

**Suleman Sumra**



## Acknowledgements

This study was coordinated and written by Suleman Sumra, an independent consultant. The study was a joint collaboration between the Tanzania Teachers Union (TTU) led by A. Mtavangu and by HakiElimu led by Verdiana Masanja. Analytical work was undertaken by A. Mushi of the University of Dar es Salaam. Editing, proof checking and layout work was done by Verdiana Masanja, Joy Stephens, Veni Swai and Glory Moshia. Overall leadership for the study was provided by Rakesh Rajani.

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## The Living and Working Conditions of Teachers

*The fact is, therefore, that those who have the responsibility to work with the young have a power which is second to none in relation to the future of our society. That power is shared by two groups – parents and teachers.*

*That is what I meant when I said earlier that the assumption that teachers are not powerful is one of the biggest fallacies of our society. For teachers can make or ruin our society. As a group they have power which is second to none. ... It is they, the teachers now at work and now going through Training College, who are shaping what Tanzania will become, much more than we who pass laws, make rules, and make speeches!*

(Nyerere: 1972 )

### 1.0. Introduction

In Tanzania, as in many other countries in Africa, improving the quality of education is considered a fundamental goal towards universal primary education. Although policy makers realise the central role which teachers play in achieving this, the living and working conditions of teachers have not improved significantly. A special intergovernmental Conference convened jointly by UNESCO and ILO in Paris in 1966, adopted a recommendation concerning the Status of Teachers which emphasised the interdependence between the status of teachers and the status of education. Since then the critical role of teachers in improving the quality of education has been recognised in most educational reforms.

### 1.1. National Context

A large number of inter-related factors contribute to the poor quality of education in Tanzania. Some of these are the absence of appropriate textbooks and other teaching materials, the limited time-on task spent by teachers and students, the level of poverty of parents, which affects the nutritional and general health status of their children.

The Tanzanian education system has not recovered from the deterioration it suffered in the 1980s and 90s. Under Universal Primary Education (UPE) there was a rapid increase in enrolment. Communities built makeshift structures to accommodate the rapidly increasing number of pupils. Primary school leavers who had failed to find places in secondary schools or in other post-primary institutions were recruited as teachers and provided on the job training. Significantly, UPE was implemented at a period when the economy was going through a major period of stress. As resources became scarce, classrooms were not repaired and became dilapidated. At the same time high inflation led to a serious drop in teachers' pay leading to low morale.

While it is impossible to separately identify the contribution of each of these factors to students' achievement, it is argued that the most significant was the undermining of teacher morale combined with a lowering of their pedagogical skills. The low professional quality of the teachers is contributing significantly to the poor quality of education being offered in their schools.

In Tanzania the Primary Education Development Programme (PEDP), realising the importance of teachers in achieving its goals of improving quality of education, emphasises continuous professional development of the teaching force. For years two issues have dominated the education debate in the country: namely, access to education and the quality of education. With



the implementation of PEDP in 2001, the issue of access appears to be addressed. It is expected that by the year 2006 all school age children will be enrolled in primary schools. However, the issue of improving the quality of education is much more complex than putting children in school and it may take time, resources and efforts to achieve. If the importance of teachers is accepted by policy makers in Tanzania then PEDP should show what policy choices and trade-offs have been made between teachers' workload, salaries, and class sizes on the one hand and the need for expanding access to education on the other. While tradeoffs have to be made between competing needs within budget limitations, it is vital that measures are put in place to ensure that good teachers are attracted and retained.

Although efforts are underway towards improving teachers' professional knowledge and skills, far less attention is focussed on their material welfare. Many teachers have minimal material or intellectual support, and their salary is often insufficient to maintain them and their families. Teachers often still work under very difficult conditions. Increased resources and training are not necessarily the sole areas that need to be addressed. Teachers' social environment, attitudes, and working conditions are inter-related in a complex way that need to be understood better if efforts to improve education in the country are to succeed.

### **1.2. Relation between Teacher Quality and Quality of Education**

How significant is the role of teachers in improving quality of education? There are three issues that need to be considered. First is the morale of teachers. As stated earlier, low salaries have affected teacher morale. Second issue is the quality of teachers. Several studies have been carried out to establish the link between teacher quality and quality of education. Studies (Coleman 1966, Husen et al, 1987; Solomon 1987) clearly indicates that teacher quality does have a positive impact on the level of academic achievement of students attending schools in developing countries.

Bacchus (1996) argues that the poorer the country the greater the impact which teacher quality is likely to have on students' achievement. Given a lack of teaching and learning materials, teacher quality assumes a far greater importance in improving the quality of education than would be the case otherwise. Given this importance, it is vital to improve the professional competences of teachers and to raise their morale by improving their living conditions, so that the quality of basic education does not decline.

### **1.3. Previous Study on Teachers' Working and Living Conditions**

In 1991, a report on the living and working conditions of teachers (Cooksey: 1991 ) on mainland Tanzania was produced. The study, commissioned by the Ministry of Education and financed by SIDA and the World Bank, was carried out in six regions of Tanga, Iringa, Mbeya, Morogoro, Dodoma and Coast. In each selected district, samples were taken of primary and secondary school teachers, and Form IV students in both government and private schools. In all, 1741 primary school teachers, 390 secondary school teachers and 784 Form IV students were involved in the study, and 131 primary and 20 secondary heads were interviewed.

The research looked at the living and working conditions of primary school teachers in terms of housing, the adequacy of school and classroom facilities, workload, salaries and out of school income. The study also looked at the attitudes of teachers towards the teaching profession and reasons for joining and staying in teaching. There is great deal of similarity between the issues that were covered in the study and the current research. Wherever appropriate, comparison will be made with the situation in 1990.

## **2.0 Purpose of the Research**

This study is about teachers, by teachers, aimed towards finding teachers' own perception about their working and living conditions. Successful implementation of PEDP cannot be undertaken without a clear understanding of teachers' reactions to these changes in their work and the higher expectations being made of them. The research is jointly organised by Tanzania Teachers' Union (TTU) and HakiElimu. TTU is interested to find out teachers views on their social environment and their working conditions. As a Union representing teachers, it is duty bound to address their concerns. The findings will strengthen TTU in its fight to improve the welfare and status of teachers through negotiations with the government. HakiElimu, as an independent organization working towards transforming schooling and society in Tanzania by promoting public participation in the governance of education, is interested in finding teachers' views on their status. HakiElimu realises the crucial role teachers have to play in revamping education in the country. It has therefore decided to support the research to get teachers' views on their status – living and working conditions – which will help in its advocacy work.

The research looks at two areas that concern teachers: firstly, their working conditions, which includes such things as professional development (in-service training), workload, availability of resources to enable them to carry out their work properly (classrooms, teaching and learning materials), and discipline in classrooms; secondly, their living conditions (which affects their lives outside the school), including issues such as salary, housing, and health insurance. Teachers are central to the education process, and the research will find out extent to which teachers feel they are involved in curriculum development.

## **3.0. Research Design**

This research was designed and conducted by TTU. TTU will also take a lead in disseminating the findings of the research. HakiElimu supported the research by identifying and supporting consultants who provided technical support to TTU and through analytical support.

### **3.1. Sampling**

The research was carried out in seven districts in the country - one from each of the seven educational zones in the country. Table I shows the seven zones and districts selected from each of the zones. These districts were selected purposely in order to bring views from teachers working in different socio-cultural environments. Ilala municipality was included to reflect the complexities of a large metropolitan area in the country. Mwanza City and Moshi municipalities represent other large urban centres in the country. Manyoni, Kibondo, Ludewa and Lindi Rural represent rural areas of Tanzania, each with distinct characteristics. Lindi Rural represents the coastal culture, where initiation rituals such as jando and unynago still impact education. Manyoni lies in the drier central part of Tanzania where cattle herding is an important economic activity.

**Table 1: Sample Districts**

<b>Regions within the Educational Zones</b>	<b>Districts in the Sampled Regions</b>	<b>Sample District</b>	<b>Characteristics of the district</b>	<b>Institutions</b>
<b>Eastern:</b> D'Salaam Coast, Morogoro	<b>Ilala</b> , Kinondoni Temeke	<b>Ilala</b>	Urban	Primary/Secondary schools
<b>Central:</b> Dodoma, Singida Manyara	Singida urban, Singida rural, <b>Manyoni</b> , Iramba	<i>Manyoni</i> ,	Rural	Primary/Secondary schools
<b>Northern:</b> Kilimanjaro Arusha Tanga	<b>Moshi Municipality</b> Moshi rural, Hai, Rombo, Mwangi, Same	<b>Moshi Municipality</b>	Urban	Primary/Secondary schools
<b>Western:</b> Tabora Kigoma Shinyanga	Kigoma/Ujiji urban, Kigoma rural, Kasulu, <b>Kibondo</b>	kibondo	Rural	Primary/Secondary schools
<b>Lake:</b> <b>Mwanza</b> Mara Kagera	<b>Mwanza City</b> , Misungwi, Ngudu Kwimba, Magu, Ukerewe, Sengerema, Geita	<b>Mwanza City</b> ,	Urban	Primary/Secondary schools/TTC
<b>S/High lands</b> Mbeya <b>Iringa</b> Rukwa	Iringa municipality, Iringa rural, Kilolo, Mufindi, Njombe, Makete, Ludewa	Ludewa	Rural	Primary/Secondary schools
<b>Southern:</b> Mtwara <b>Lindi</b> Ruvuma	Lindi urban, <b>Lindi</b> Rural, Liwale, Nachingwea Kilwa	Lindi rural	Rural	Primary/Secondary schools

\* Selected regions in the zones, and selected districts in the selected regions are shown in bold.

Kibondo lies in the western edge of the country, a remote district with very poorly developed infrastructure. Two countries, Burundi and Congo, whose internal turmoil has impacted negatively

on the social infrastructure in the district, border the district. Belief in witchcraft is widespread and education is not highly valued. .Ludewa is a district in Iringa region, a fairly well developed agricultural area.

### 3.2. Sampling of Respondents for Qualitative Data

In each district, three primary and two secondary schools were selected. Of the three primary schools, one was at the district headquarters, one a short distance away, and the third some distance away. The aim was to ensure that the research captured the problems of teachers in different locations within a district. In each primary school, three teachers were selected, taking into account gender and qualifications.

In each district, one private and one state secondary school was selected. Two teachers were interviewed in each, based on gender and qualification criteria. Table 2 and 3 show the number, gender and qualifications of the selected teachers.

**Table 2: Number of Secondary School Teachers Interviewed by Gender and Qualifications**

District	Government						Private						Total
	Degree			Diploma			Diploma			Degree			
	M	F	T	M	F	T	M	F	T	M	F	T	
Lindi	2	1	3	0	0	0	1	0	1	1	0	1	5
Mwanza	2	1	3	0	0	0	2	0	2	0	0	0	5
Ilala	1	2	3	0	0	0	1	0	1	0	1	1	5
Kibondo	2	1	3	0	0	0	2	0	2	0	0	0	5
Manyoni	2	1	3	0	0	0	1	1	2	0	0	0	5
Moshi	1	1	2	0	1	1	0	0	0	1	1	2	5
Ludewa	2	1	3	0	0	0	2	0	2	0	0	0	5
Total	12	8	20	0	1	1	8	1	10	2	2	4	35

In all, 35 teachers from 16 secondary schools (9 government; 7 private) were interviewed, 12 females and 23 males, reflecting the gender composition of teachers in secondary schools. Of the 16,399 teachers teaching in secondary schools in the country, 4,700 (29%) are female (URT: 2003 P.48). The majority of teachers interviewed were diploma teachers. In many schools there are no graduate teachers. Again, this is a reflection of the composition of the teaching force in secondary schools. Only 3169 (19%) teachers, out of a total of 16,399 are graduates. Only 5 (14%) of the 35 teachers interviewed were graduate teachers. Their ages ranged from 24 to 56 years with the average being 38 years. Table 3 shows the number of teachers interviewed in primary schools.

**Table 3: Number of Primary School Teachers Interviewed by Gender and Qualifications**

District	Grade B/C			Grade A			Diploma			Total
	M	F	T	M	F	T	M	F	T	
Lindi	4	3	7	1	2	3	0	0	0	10
Mwanza	2	1	3	3	3	6	0	0	0	9
Ilala	0	2	2	4	7	11	0	2	2	15
Kibondo	5	3	8	3	2	5	0	0	0	13
Manyoni	3	2	5	1	3	4	0	0	0	9
Moshi	0	1	1	3	5	8	1	0	1	10
Ludewa	0	0	0	5	3	8	0	0	0	8
Total	14	12	26	20	25	45	1	2	3	74

In all 74 primary school teachers were interviewed. Of the 74 teachers interviewed, 39 (52.7%) were female, 45 (60.8%) were Grade A and only 3 were diploma holders.

The average age of the sample was 41.6 years. The age profile of the teaching force reflects not only the supply of teachers and the renewal of the teaching force, but also provides a proxy for teaching experience. If the estimated age at which teachers enter teaching is 25, then this reflects an average experience of nearly 15 years. Age structures of grade A and grade B/C were significantly different. Average age of Grade A is 36.2 years while that of Grade B/C was significantly higher 50.1 years. Most of the Grade B/C teachers are those employed under the UPE programme of late 1970s and are expected to retire within the next decade. As Grade B/C teachers form nearly half of the teaching force, this means that within the next decade half of the teaching force will be replaced with younger, less experienced, but better qualified teachers.

### 3.3. Sampling of Respondents for Quantitative Data

Quantitative data were collected through the use of a questionnaire, using schools in the same seven districts. A total of 1383 filled questionnaires were returned for analysis. Table Four shows the number of respondents from each of the seven districts.

**Table 4: Number of Teacher Respondents in the Quantitative Sample, by Gender and Districts**

District	Gender		Female %	No Response	Total
	M	F			
Lindi	124	60	32.4	1	185
Mwanza	76	91	53.8	2	169
Ilala	57	110	64.7	3	170
Kibondo	143	70	32.7	1	214
Manyoni	130	94	41.8	1	225
Moshi	38	163	79.1	5	206
Ludewa	123	90	42.1	1	214
Total	691	678	49.0	14	1383

Table 4 shows 691 men and 678 female responded to the questionnaire. Overall the proportion of female teachers in the sample was 49%, ranging from a low of 32% in Lindi rural to high of 79% in Moshi Urban. This is a fair reflection of teacher deployment in the country, where the majority of teachers in urban areas are women, with men being the majority in rural areas. Fourteen respondents did not indicate their gender on the questionnaire.

The number of respondents from each district was fairly similar, ranging from a low of 169 in Mwanza to a high of 225 in Manyoni. Average age of the respondents was 38 years. Table 5 shows the average age of respondents by districts.

**Table 5: Average Age of Respondents by Districts**

District	Average Age
Lindi	40
Mwanza	34
Ilala	32
Kibondo	40
Manyoni	39
Moshi	40
Ludewa	39
Average	38

Average age varied from a low of 32 in Ilala to a high of 40 in Lindi, Kibondo and Moshi. The average age of male teachers was 39 years, slightly higher than that of female teachers whose average age was 37 years. Table 6 shows that the majority of teachers teaching in rural areas are male while the majority of teachers in urban areas are female.

**Table 6: Respondents by Gender and Location of Schools**

Location	Urban		Rural		Total	
	N	%	N	%	N	%
Male	171	31.4	520	62.1	691	50.0
Female	364	66.8	314	37.5	678	49.0
No response	10	1.8	4	0.5	14	1.0
Total	545	100.0	838	100.0	1383	100.0

Table 7 shows the educational level attained by teachers in the sample by gender.

**Table 7: Educational Level Attained by Teachers in the Sample by Gender**

Qualification	Gender				Gender not Stated		Total	
	Male		Female		N	%	N	%
	N	%	N	%				
University	1	0.1	3	0.4	0	0	4	0.3
Form Six	56	8.1	41	6.0	0	0	97	7.0
Form Four	411	59.5	462	68.1	8	57.1	881	63.7
Standard Ten	39	5.6	30	4.4	0	0	69	5.0
Standard Seven/eight	178	25.8	135	19.9	2	14.3	315	22.8
Other	3	0.4	2	0.3	1	7.1	6	0.4
No response	3	0.4	5	0.7	3	21.4	11	0.8
<b>Total</b>	<b>691</b>	<b>100.0</b>	<b>678</b>	<b>100.0</b>	<b>14</b>	<b>100.0</b>	<b>1383</b>	<b>100.0</b>

Table 7 shows that the majority of the teachers in the sample had attained at least secondary education. The second largest group was those who had completed seven years of primary education. Overall, female teachers were slightly better qualified than male teachers. 68% of men and 75% of women had education level of form four and above.

Table 8 shows that teachers in urban areas are better educated than those teaching in rural areas:

**Table 8: Education Level Attained by Location of School**

Educational Level Attained	Location of School					
	Urban		Rural		Total	
	N	%	N	%	N	%
University	1	0.2	3	0.4	4	0.3
Form Six	54	9.9	43	5.1	97	7.0
Form Four	420	77.1	461	55.0	881	63.7
Standard Ten	19	3.5	50	5.8	69	5.0
Standard seven/eight	44	8.1	271	32.3	315	22.8
Other	0	0	6	0.7	6	0.4
No response	7	1.3	4	0.5	11	0.8
<b>Total</b>	<b>545</b>	<b>100.0</b>	<b>838</b>	<b>100.0</b>	<b>1383</b>	<b>100.0</b>

Of the 545 teachers teaching in urban schools, 87% had attained educational level of form four or above, while those teaching in rural schools, 60% had attained similar level of education. As those with form four are Grade A teachers, the proportion of grade A teachers is higher in urban schools than in rural schools as shown in Table 9.

**Table 9: Qualification of Teachers by Location of School**

Qualification	Location of School					
	Urban		Rural		Total	
	N	%	N	%	N	%
Diploma	46	8.4	41	4.9	87	6.3
Grade A	387	71.0	320	38.2	707	51.1
Grade B/C	88	16.1	295	35.2	383	27.7
No response	26	4.8	182	21.7	208	15.0
<b>Total</b>	<b>545</b>	<b>100.0</b>	<b>838</b>	<b>100.0</b>	<b>1383</b>	<b>100.0</b>

Whereas 71% of teachers teaching in urban schools were Grade A, only 38% of teachers in rural schools were Grade A. Similarly, 8% of teachers teaching in urban areas were diploma teachers compared to 5% of teachers in rural areas. Proportionally twice as many teachers in rural areas are Grade B/C than in urban areas.

A noticeable feature of the sample is the experience level of the teacher. Table 10 shows the number of years respondents have been in the teaching profession. Only about 16% of the teachers have less than five years experience, indicating that the teaching force is not being replenished on a regular basis.

**Table 10: Teaching Experience of Teachers in the Sample by Gender**

Number of Years	Gender							
	Male		Female		Gender not Stated		Total	
	N	%	N	%	N	%	N	%
0 – 2	71	10.3	61	9.0	1	7.1	133	9.6
3 – 5	55	8.0	45	6.6	0	0	100	7.2
6 – 10	88	12.7	118	17.4	1	7.1	207	15.0
11 – 20	184	26.6	183	27.0	4	28.6	371	26.8
More than 20 years	291	42.1	262	38.6	6	42.9	559	40.4
No response	2	0.3	9	1.3	2	14.3	13	0.9
<b>Total</b>	<b>691</b>	<b>100.0</b>	<b>678</b>	<b>100.0</b>	<b>14</b>	<b>100.0</b>	<b>1383</b>	<b>100.0</b>

More than 65% of the respondent teachers have 11 or more years of experience, while more than 40% of all the teachers have been teaching for 20 years or more.

### 3.4. Research Instruments

Four research instruments were used to collect data for the study. These were:

#### 3.4.1. Questionnaire

A structured questionnaire was used to collect information from a large number of teachers. Data on personal details such as age, gender, qualification, experience apart from teachers' views, perceptions, beliefs, attitudes and feelings on various aspects of their working and living conditions was collected. TTU officials in the selected districts were responsible for distributing and collecting these instruments from identified teachers. These teachers were selected on the basis of gender, qualifications and experience levels.



### **3.4.2. Interview Schedule**

A semi-structured interview schedule was used to collect qualitative data from teachers. These data were meant to supplement and enrich the quantitative data collected through the questionnaire. In all 109 interviews were conducted of whom 74 were primary school teachers, and 35 were secondary school teachers. Independent research assistants, selected and trained by HakiElimu, assisted by a TTU selected teacher from the district conducted the interviews. Research assistants were trained in interview techniques before they were sent to the field. Interviews were taped and transcribed later. Purposive sampling was used in identifying teachers to be interviewed. Gender, age, experience and qualification were used as criteria in identifying teachers interviewed.

### **3.4.3. Case Studies**

In each district, research assistants were required to identify teachers who were exceptional in terms of what they were doing in the school or community. Autobiographical interviews were conducted with these teachers.

### **3.4.4. Observations**

Research assistants kept research diaries where they recorded observations in the field. Observation recorded ranged from conditions of the classes and teachers' housing to teacher – pupil interactions. Photographs were also taken in the field to supplement verbal and aural data.

### **3.5. The Reports**

A number of reports have been or will be produced based on the data collected for this study. The first report based on the quantitative data has been produced. The report titled "*Utafiti kuhusu Hali za maisha na za Kazi ya Waalimu Tanzania*" by Dr. Allen R. Mushi was produced in February 2004. A separate report based on the qualitative data "*Study on the Working and Living Conditions of Teachers: Views of Teachers*" by Prof. Suleman Sumra was produced in April 2004. Four reports based on case studies have been produced on themes such as – "*Usumbufu na Upatikanaji wa Fedha na Madai ya Walimu*", "*Mazingiraya Maeneo Wanayoishi Walimu*" "*Ubora wa Mazingira ya Ufundishaji na Ufundishwaji Mashuleni*" and "*Mahusiano ya Walimu na Wazazi katika Mandeleo ya Elimu*". This report, seventh in the series, brings together data from all the various sources, including those from interviews and questionnaires. It is expected further reports, such as short reports for press, a popular abridged version of this report will be produced for wider readership.

### **4.0. Findings**

The report is in four sections. The first section discusses teachers' views on teaching as a profession, how they view their profession and how they think others view the profession. The second section looks at teachers' perception of their working conditions. The third section shows teachers' perceptions of their living conditions. In the fourth section, the views of teachers on their involvement in wider issues such as curriculum development is explored.

It shall be borne in mind that teachers' working and living conditions are not determined by any one of these variables, but a combination of all. In order to improve the status of teachers each of these variables need to be addressed.

#### **4.1. Teaching as a Career**

This section examines teachers' views on why they chose teaching as a career and how they view community perception of the profession.

#### 4.1.1. Choice of teaching as a career

The Cooksey study shows that in 1990, the major reason given by teachers for joining the teaching profession was “to help build the nation”. Surprisingly, in 1990, 76% of the teachers saw teaching as a respected profession, and nine out of ten respondents said salary was not an important consideration. This situation seems to have changed drastically over the last 14 years. In the current study, teachers were asked to state why they chose teaching as a career and if they feel that they made a right choice. Responses show differences between Grade B/C and Grade A Primary school teachers. Most of the primary school teachers stated that they became a teacher through choice, because teaching appealed to them. Some mentioned that their own teachers acted as positive role models and this influenced their decision. As the most educated person in a village, teachers would have a strong influence on their pupils. Pupils would see teaching as something to aim for.

*As far as I can remember, I had always wanted to be a teacher. As a child I used to pretend that I was a teacher. When I was at Ugweno, there was this Centre where they used to gather orphans from the village and teach them. Although I was not an orphan I used to join them. After class, I would get some children and teach them and prepare “uji” for them. (Male, Graduate, Secondary, Mwanza Municipality.)*

*I started teaching in 1991. I was attracted to teaching because of the way one secondary school teacher was teaching. I was impressed with the way he was teaching. Initially, I was happy with my decision to become a teacher, but later I found out that teachers were not respected. Pupils, parents or community members do not respect teachers. I will ask my son/daughter to become teachers only if they cannot find other employment. (Female, Grade A, Dar es Salaam)*

*I was interested in becoming a teacher since I was in primary school. I use to be quite naughty when I was young. Whenever there was no teacher in class, I would stand in front of the class and pretend to be a teacher. Even now my fellow teachers tell me that I was born to be a teacher. However things have not always been easy. During my first posting I realised that things are not going to be easy. The buildings were poor, there were no textbooks and living conditions were terrible. (Male, Grade C, Manyoni)*

In areas where education is not valued and socio-economic development is slow, some saw teaching as a way to help their community.

*I decided to become a teacher because I was concerned about my community. Where I come from, not many are educated. In my village there were not many who had education beyond primary. Even when pupils were selected for secondary schools, parents refused to send them to school. I wanted to show my community that it is through education we can improve our life. I think I have succeeded in doing that. Many parents are now sending their children to secondary schools. I was also influenced by one of my former teacher. I used to admire the way he taught and helped us. He encouraged me to become a teacher. (Female, Grade A, Manyoni)*

A number of teachers stated that they took up teaching, as it was difficult to find another job.

*I ended up becoming a teacher, but wanted to work in a bank. Now I am too old to*

*change the profession. Teachers are not valued in society because of their economic condition. Most of our pupils come from families who are much better off than us teachers and so we are not respected. (Female, Grade A, Ilala)*

*I wanted to be a driver but could not find work. As I got the job as a teacher, I decided to take it. It is better to be a teacher than be unemployed. (Male, Grade A, Kibondo)*

In recent years, it has become difficult to find work as teachers. Many teachers had to wait for a long period of time before finding a job, leading to lots of frustration on their and their families' part.

*I finished my training in 1995 but got employed in 2001. This period of waiting was really frustrating for me. To improve my chances of finding employment, I decided to do technical training provided by CARITAS in Tabora. My father paid for the training and supported me during the period I was unemployed. I loved teaching, but the long period of waiting to be employed made me forget many things that I had learned at the College. (Female, Grade A, Kibondo)*

Few of the secondary school teachers had teaching as their first choice. Many wanted to become doctors or engineers but their poor academic grades left no choice but to become teachers.

*I wanted to be a doctor but when the admission list came out I found that I was not selected. I therefore decided to become a teacher. Initially I was satisfied by the job but after getting married and having a family I realised that I cannot raise my children from the salary I was getting as a teacher. (Male, Diploma, Secondary School, Mwanza.)*

*I wanted to do Form 6 and become a medical officer but was not selected. I then decided to become a teacher. If you compare my life with my friends who finished school with me and joined other professions, I find their life is much better than mine. I regret that I chose to become a teacher. I am continuing as a teacher because I do not have another option. (Male, Grade A, Mwanza Municipality.)*

Other secondary school teachers joined teaching when they failed to get employment in their chosen profession.

*I have a diploma in accounting but was not able to find a job as an accountant. I thought I would get a better salary as a secondary school teacher. Now I am regretting my decision, I should have stuck with accounting. (Male, Diploma, Secondary, Mwanza)*

In this way teaching is viewed as a last resort, when other options have failed. This significantly lowers the status of teachers in their own eyes and in the eyes of society.

*I personally liked to be a teacher. It was my own decision. For many, however, the teaching profession is a last resort. People say, "you have no work, you could not even become a teacher?" Students who get division 4 are the ones who become teachers. Some of my friends who had division 0 have become teachers. You wonder what kind of teachers they will make. No wonder the status of teacher has become so low. There is no respect for teachers, both among the students we teach and the community at large.*

*It is a profession for failures. (Male, Diploma, Secondary, Mwanza )*

*I joined the profession because teaching was the only area where you were assured of a job. It was very difficult to get a job in other fields. I also thought about becoming a police, but I did not like the way they work. (Male, Secondary School, Diploma, Manyoni.)*

#### 4.1.2. Status of Teachers in Society

Teachers were asked whether they feel their profession is respected by the community, the pupils they taught, and by government officials. Table 11 shows teachers response to this.

**Table 11: Teachers Perception of the Teaching Profession**

Are teachers respected?	Gender				Gender not Stated		Total	
	Male		Female		N	%	N	%
	N	%	N	%				
Yes	492	71.2	463	68.3	6	42.9	961	69.5
No	130	18.8	116	17.1	3	21.4	249	18.0
No response	69	10.0	99	14.6	5	33.3	173	12.5
Total	691	100.0	678	100.0	14	100.0	1383	100.0

Overall, the majority of teachers (slightly lower proportion of women than men) in the quantitative study feel they are respected. On the other hand, the majority of teachers interviewed said that teaching is not a respected profession any more. They feel their low status in society has to do with their deteriorating income and poor living conditions, which has lost them the respect of pupils as well as others. This was specially the case in urban areas, where compared to other professions, teachers' living conditions are low.

*Teaching is not a respected and liked profession because of salaries teachers get. They cannot build their own houses or buy cars like people in other professions do. They walk to school like their students. Their living standards are at low level and many are not attracted to become teachers (Female, Graduate, Moshi municipality, private secondary).*

*Teachers are not respected, not by anyone. Even our students respect us as long as we are in the classroom. Once outside the class, there is no respect. I have tried to encourage my students to opt for the teaching profession and they all laugh. I can see in their eyes as if they are saying, "I do not want to become like you". Students see condition in which we live and the kind of life we have – they do not want to become like us. (Male, Diploma, Secondary School, Mwanza).*

*Students pretend that they respect you because they know that if they do not, then they get punished. As soon as they are out of the school compound their respect disappears. They do not respect you if you meet them outside the school because they know that you cannot punish them. Similarly parents, they respect you when they need something from you but if you visit them at home they think you have gone to borrow money from them. The status of teachers has never been so low (Male, Graduate, Secondary, Mwanza Municipality).*

Another teacher argued that in the current situation, only people who are rich are respected.

The disrespect for teachers even filters down to the children whom they teach.

*In the past, when I was a student, teachers were respected. Respect for teachers declined after 1980s when teachers' salaries became much lower compared to salaries of other professionals. Parents do not respect teachers at all. One day, father of one of the students came to beat up a teacher because a teacher had punished his child. Parents tell their children that teachers are the lowest people. Once a student told one of our teachers "you should come and ask my father to give you a job. Why do you waste your time teaching when you earn so little"?* (Male, Graduate, Mwanza Municipality)

One teacher argued that the low esteem in which teachers find themselves has to do with the product of the teaching profession. The product is not easily seen or is not as measurable as in other professions.

*Teaching profession is not as respected as other professions. We are producing things whose benefits are not seen immediately. The usefulness of other professions are seen immediately like for example someone commits a crime, a police man comes and arrests the person. Similarly, if you are sick and go to a doctor, he gives you medicine and you feel better. You get respected for the work you do. For teachers it is very difficult to see what he/she has achieved.* (Female, Grade C, Manyoni)

*In our school, we teachers despise ourselves for being drunkards. As far as I know teachers do not drink when they are at work. It is only during the weekends that they go out and drink. Parents and children see them drunk and this does not create a good image of teachers.* (Female, Grade A, Ludewa)

Among both the teachers interviewed and those who filled questionnaires, more teachers in rural areas feel that teaching is a respected profession. Table 12 shows the responses of teachers through questionnaires by location of schools. Table 12 shows that more than three-fourth of the teachers in rural areas stated that the profession is respected. Only about half of the teachers in urban areas believe that the profession is respected.

**Table 12: Teachers Perception of their Profession by Location of School**

Are teachers respected?	Urban		Rural		Total	
	N	%	N	%	N	%
Yes	326	59.8	635	75.8	961	69.5
No	127	23.3	122	14.6	249	18.0
No response	92	16.9	81	9.6	173	12.5
Total	545	100.0	838	100.0	1383	100.0

It is likely that in rural areas, teachers are the only people with regular income and therefore command respect. In urban areas, where teachers, especially primary school teachers, are the lowest earning professionals, there is less respect for the profession. Most of the teachers who stated that teaching is a respected profession are Grade C teachers. Grade A teachers, who may be comparing their position with colleagues who are in other professions, are of the opinion that teaching is not a respected profession.

*Teaching is a respectable profession. Teachers are respected both by pupils and the community. Respect for teachers increase once pupils have finished their education and working. Their ex-students always fondly remember teachers. (Male, Grade C, Ludewa, Rural)*

According to some respondents, female teachers are perceived to have the least respect. A grade A teacher in a rural school in Ludewa stated,

*My father was a teacher and in his days teachers were respected a lot. Nowadays, especially in this village, it is better to be a witch doctor than to be a teacher. People hate teachers, especially we the female teachers. People in the village respect village leaders and male teachers a little bit. But we female teachers are despised. (Female, Grade A, Ludewa Rural)*

#### 4.1.3. Teachers who leave Teaching Profession

In order to understand teachers' commitment to the profession, teachers were asked if they would leave teaching if they found an alternative occupation. Only about one-third of the teachers stated that they would not leave. Table 13 shows teachers' willingness to leave teaching if they found another job.

**Table 13: Teachers Willingness to Leave Teaching for Alternate Employment**

Would you leave teaching if you found another job?	Gender				Gender not Stated		Total	
	Male		Female		N	%	N	%
Yes	363	52.5	337	49.7	4	28.6	704	50.9
No	256	37.0	253	37.3	7	50.0	516	37.3
No response	72	10.4	88	13.0	3	21.4	163	11.8
Total	691	100.0	678	100.0	14	100.0	1383	100.0

Table 13 shows almost similar proportion of male and female teachers are willing to continue with teaching, even if they found another job. Teachers in urban areas are more likely to leave teaching than teachers in rural areas. Table 14 shows responses by location of schools.

**Table 14: Teachers Willing to Leave Teaching for Other Work, by Location of School**

Response	Urban		Rural		Total	
	N	%	N	%	N	%
Yes	310	56.9	394	47.0	704	50.9
No	155	28.4	361	43.1	516	37.3
No Response	80	14.7	83	9.9	163	11.8
Total	545	100.0	838	100.0	1383	100.0

Less than 30% of teachers teaching in urban areas are willing to stick to teaching, compared to more than 40% in rural areas.

A number of teachers, especially those in secondary schools, stated that they knew of teachers

who had dropped out of the teaching profession. The low wages which teachers were being paid was seen as the main reason for leaving.

I know many teachers who have left teaching. Only last month, a diploma teacher left the school to work at Royal Palms hotel. (Female, Grade A, Ilala)

*I know a number of teachers who have left teaching. Starting in 1988 the situation for teachers became bad, their income was so low that many decided to find jobs in other sectors. My friend decided to become a farmer. At the time we were earning 1,800 shillings per month, while a farmer was getting 600 shillings per bag of maize. My friend started farming and in the first year sold more than 50 bags of maize, and made 30,000 shillings. This is on top of the food, which he got from his farm. I was tempted to start a farm but in the end decided to stick with teaching.* (Male, Grade C, Ludewa Rural)

Others left because they failed to adjust to the places where they were posted.

*I know a teacher who decided to leave teaching when he was posted to a remote place. He was not sure how he would survive in such a remote place. Since he left his job, he has not found any work. Currently he is selling firewood. His situation is pathetic. Many teachers think that if they leave teaching, they will find another job. It is not easy to find a job these days.* (Male, Graduate, Secondary, Mwanza Municipality).

As the quote shows, not all those who leave teaching end up having a better life. Finding employment in other sectors is becoming difficult, so leaving the security, which the teaching profession offers, can lead to an even poorer life.

To explore further teachers' perception of the profession, teachers were asked if they would advise their own children to become teachers. Findings are quite revealing. Table 15 shows data by gender. More male teachers were likely to advise their children to take up teaching as a profession. Fewer women, 38.3% said they will advise their children to choose teaching.

**Table 15: Number of Teachers Advising their Children to Take Teaching as a Career**

Would you advise your child to become a teacher?	Gender				Gender not Stated		Total	
	Male		Female					
	N	%	N	%	N	%	N	%
Yes	295	42.7	260	38.3	3	21.4	558	40.3
No	285	41.2	288	42.5	7	70.0	580	41.9
No response	111	16.1	130	19.2	4	28.6	245	17.7
Total	691	100.0	678	100.0	14	100.0	1383	100.0

More than 40% of male and female teachers said they would not advise their children to take up teaching. Table 16 shows teachers responses by location of schools. The 1991 Cooksey study (P.19) asked similar questions to teachers and their answers were different from the responses in the current study. Teachers in 1990 stated that they would advise their children to join the teaching profession because it offered good job security (87%); is a respected profession (82%); gives opportunities for self-advancement (82%), and the nation needs teachers (80%). Only 4% of the teachers stated that they would advise their child to join the teaching profession because

“there are few alternatives these days”. Many teachers in the current study stated that they joined teaching as last resort after failing to find employment in other areas.

**Table 16: Number of Teachers Advising Their Children to become Teachers**

Would you advise your child to become a teachers	Urban		Rural		Total	
	N	%	N	%	N	%
Yes	127	23.3	431	51.4	558	40.3
No	294	53.9	286	34.1	580	41.9
No response	124	22.8	121	14.4	245	17.7
Total	545	100.0	838	100.0	1383	100.0

Table 16 shows that only 23.3% of teachers in urban areas will advise their children to take up teaching compared to more than half of teachers in rural areas. Reasons which made teachers choose teaching in the past are no longer valid or appropriate now. A secondary school teacher in Ilala stated:

*I became a teacher because my mother was a teacher. It was my desire from a very young age to become a teacher. In those days (early 60s) teachers were respected a lot. Salary you got was enough to live a decent life. But now salaries that teachers get are totally inadequate. I will never advise my children to become teachers. (Female, Secondary, Ilala)*

Respect for teaching as a profession has declined considerably in recent years. Only those students who do not qualify to join other professions end up becoming teachers. Although society does not respect teachers, they still expect them to lead an impeccable life style, and set an example for their pupils.

*I feel that teachers have a lot of pressure on them. They are supposed to set a good example to our children. If a teacher drinks, even during the weekend, he is looked down upon. If a teacher is suffering from HIV/AIDS he is despised. People say “he is a teacher, how can he set such poor example for our children”. People forget that we are human beings and have our strengths and weaknesses like anybody else. Why should teachers be singled out for setting examples on morality? What about parents and politicians, don’t they have any responsibility? (Male, Grade A, Ludewa)*

Overall, the impression one gets, both from interviews with the teachers and through questionnaires, is that the status of teachers has declined in recent years. This decline is a reflection of the decline in their living conditions, which depend heavily on their salaries. The status seems to be higher in rural areas than in urban areas. The low status of teachers has affected the calibre of students who join teaching, mostly those who fail to perform well in examinations, and those who fail to get employment in other areas. This is a sad commentary on the status of teachers in Tanzania.

#### **4.2. Working Conditions of Teachers**

In this section, teachers’ views on their working conditions will be looked at. These include their teaching and workload, class size, availability of teaching and learning resources, location of school, discipline issues, effect of HIV/AIDS on their work and the issue of transfer.



### 4.2.1. Teaching load

A teacher's working time includes all working hours specified in conditions of service. It includes the statutory hours devoted to actual teaching as well as the statutory hours for teaching related activities such as lesson preparation, correction, in-service training, staff meetings, student support and extra-curricular activities.

Studies have shown that on average Tanzanian teachers spend only sixteen hours of their time each week in classroom teaching, compared with an average of 26.3 hours for teachers in sub-Saharan countries (IBE: 1997 ). This teaching load is the lowest among the 16 countries surveyed in the Sub-Saharan countries, which ranges from 30 hours (in Burkina Faso, Cote d'Ivoire, Guinea and Mauritania) to 16 in Tanzania. Table 17 shows 60% of teachers teach less than 30 periods per week. The average teaching load, calculated from questionnaires was 26 periods, or 16 hours per week. The 1991 Cooksey study (p. 13) also found that the average teaching load of primary school teachers was 26 periods per week.

**Table 17: Teaching Load: Number of Periods Taught Per Week**

Periods per week	Number of Teachers	%
Less than 10	16	1.2
10 – 15	45	3.3
16 – 25	310	22.4
26 – 30	464	33.5
30 +	518	37.4
No response	30	2.3
<b>Total</b>	<b>1383</b>	<b>100.0</b>

More than a quarter of teachers were teaching less than 25 periods per week. Table 18 shows the teaching load by location of schools. The teaching load is heavier for teachers in rural schools than in urban schools, 20% of teachers in urban areas and nearly 50% of teachers in rural areas were teaching more than 30 periods per week. The Cooksey study (1991) did not disaggregate the teaching load by location of school, though the study stated that more rural teachers said they worked above average hours than urban teachers.

**Table 18: Teaching Load by Location of School**

Periods per Week	Urban		Rural		Total	
	N	%	N	%	N	%
Less than 10	7	1.3	9	1.1	16	1.2
10 – 15	28	5.1	17	2.0	45	3.3
16 – 25	147	27.0	163	19.5	310	22.3
26 – 30	240	44.0	224	26.7	464	33.6
30+	108	19.8	410	48.9	518	37.4
No response	15	2.8	15	1.8	30	2.2
<b>Total</b>	<b>545</b>	<b>100.0</b>	<b>838</b>	<b>100.0</b>	<b>1383</b>	<b>100.0</b>

Similarly, 23% of teachers in rural areas and 33% of teachers in urban areas were teaching less than 25 periods per week. Table 19 shows teaching load by gender. There was no significant difference between teaching load of male and female teachers. More male teachers had a teaching load of more than 30 periods per week than female teachers. This difference may have to do with

the location of schools. Given that more men teach in rural areas than women, and that the teaching load is heavier in rural areas, this may explain the fact that more male teachers than female teachers were teaching more than 30 periods per week.

**Table 19: Teaching Load by Gender**

Periods per Week	Male		Female		Gender not Stated		Total	
	N	%	N	%	N	%	N	%
Less than 10	13	1.9	3	0.4	0	0	16	1.2
11 - 15	23	3.3	21	3.1	1	7.1	45	3.3
16 - 25	156	22.6	153	22.6	1	7.1	310	22.3
26 - 30	207	30.0	251	37.0	6	42.9	464	33.5
Above 30	280	40.5	232	34.2	6	42.9	518	37.5
No response	12	1.7	18	2.7	0	0	30	2.2
<b>Total</b>	<b>691</b>	<b>100.0</b>	<b>678</b>	<b>100.0</b>	<b>14</b>	<b>100.0</b>	<b>1383</b>	<b>100</b>

Qualitative data obtained through interviews differed slightly from the above. The average number of periods taught by primary school teachers in the qualitative sample was only 22 periods per week. Of the 74 teachers, 30% taught less than 20 periods per week, 55% taught between 21 and 30 periods per week and 15% taught more than 30 periods per week. The majority of teacher whose teaching load was above 30 were teaching standards one and two. Teachers teaching standard one and two classes teach all the subjects in these classes. Similar to findings through questionnaire, teaching load was higher in rural schools than in urban schools. The average teaching load in rural schools was 26 periods while in urban schools it was 20 periods. On average a teacher in rural schools taught for 17 hours a week compared to 13 hours in urban areas. In urban areas, given the practice of double shift, a period is 35 minutes compared to 40 minutes in rural areas. The lower teaching load for teachers teaching in urban schools goes with the higher number of pupils which presumably leads to higher time spent on marking. The workload of teachers in rural and urban areas may become balanced because class sizes are particularly large in urban areas. Large class sizes mean more marking to be done. There were no variations in teaching load between male and female teachers or between grade A and grade B/C teachers. Average teaching load for secondary schools was 20 periods per week, which is 13 hours of teaching. There is no reliable data on the amount of time spend on teaching related activities such as marking, preparation, and, extracurricular activities.

Most of the teachers interviewed stated that the workload was heavy, especially given the large classes that they have to teach.

*I am teaching Kiswahili and Mathematics and I have 16 periods per week. I do not have other responsibilities in school. In the classes that I teach there are between 120 and 150 pupils. This is a very unsatisfactory situation. Some pupils, especially those sitting at the back do not listen to you and as a result do not learn anything. Marking so many pupils' exercise books is another problem. I spend more time on marking than in teaching. (Female, Grade A, Ludewa Urban)*

Classes were also large, especially in private secondary schools.

*I am teaching history and geography in forms one and two. In all I teach 16 periods per week. The sizes of classes range between 75 and 90. It is extremely difficult with such large number of students to ensure that every student learns. Only few understand what I am teaching. (Female, Diploma, Ludewa Urban)*

Rural areas have comparatively smaller classes, but still teachers feel that their workload is heavy.

*I am teaching Kiswahili, mathematics, English and Stadi za Kazi. In all I am teaching 25 periods per week. These are not the subjects that I specialised in while at teachers' college, but as there are no teachers for these subjects, I have to teach them. In classes that I teach, there are between 30 and 45 pupils. If there are more than 40 pupils in class, it becomes difficult for teachers to help them. (Male, Grade C, Ludewa Rural)*

Some teachers had to do work which was not directly related to teaching. This was particularly the case in schools in rural areas.

*I am teaching 26 periods per week. Standard three has 23 pupils, standard four 16 and standard five 25 pupils. Apart from teaching, I am in charge of the school shop. I am the sales person as well as the accountant for the shop. I am also responsible for keeping minutes of all school meetings. (Female, Grade C, Ludewa Rural)*

#### 4.2.2. Absence from Work

Teachers were asked whether they had been absent from work during the previous three months. Table 20 shows their response.

**Table 20: Number of Teachers Absent from School for at least a day in the Previous Three Months**

Response	Male		Female		Gender not Stated		Total	
	N	%	N	%	N	%	N	%
Yes	262	37.9	176	26.0	1	7.1	439	31.7
No	324	46.9	372	54.9	11	78.6	707	51.1
No response	105	15.2	130	19.1	2	14.3	237	17.2
<b>Total</b>	<b>691</b>	<b>100.0</b>	<b>678</b>	<b>100.0</b>	<b>14</b>	<b>100.0</b>	<b>1383</b>	<b>100.0</b>

Data in the table shows that 32% of the teachers were absent from school for at least a day during the past three months. More men, 38% were absent than women (26%). Table 21 shows the absence of teachers by location of schools.

**Table 21: Number of Teachers Absent from School for at least a day in the Previous Three months by Location of School.**

Absent from School?	Location of School					
	Urban		Rural		Total	
	N	%	N	%	N	%
Yes	100	18.3	339	40.5	439	31.7
No	352	64.5	355	42.4	707	51.1
No Response	93	17.1	144	17.2	237	17.2
<b>Total</b>	<b>545</b>	<b>100.0</b>	<b>838</b>	<b>100.0</b>	<b>1383</b>	<b>100.0</b>

Data shows that the absence rate is higher in rural areas compared to urban areas. In urban areas, 18% of the teachers stated they were absent from work for at least a day compared to 41% in rural areas. This is understandable, as teachers in rural areas have to go and collect their salaries from the district.

#### 4.2.3. In-service Training

Several factors make provision of in-service training absolutely essential in Tanzania. The type of pre-service training that has been in place has varied over time and has ranged between four and one year. Both the UPE in 70s and PEDP in recent years had resulted in shortening the time student teachers spend at teachers colleges.

Implementation of UPE in the late 1970s produced a period of rapid expansion of primary education in the country which necessitated an emergency programme for teacher deployment. The Government employed standard 7 leavers, those who had earlier failed to be selected for secondary schools or for other training, to teach in primary schools. This move met with a cascade of criticism from parents and government officials (Wort: 1999 ). Such criticisms concerned the selection of the teacher trainees from primary school students undermining the status and esteem of the profession, and that teachers no longer remained the respected figures they once were in the villages (Wort: 1998 ). Thus, while significantly increasing the numbers of teachers in the late 70s and early 80s and continuing to offer in-service opportunities for teacher improvement during the 90s, the current overall teacher training strategy sends mixed messages to the nation. It has created a legacy, which has meant the continued questioning of the quality of the Grade B/C teachers. The legacy of the UPE teacher recruitment is still influencing patterns of primary education today where almost half of the teachers (46.3 percent of 113,980) are Grade B/C. (URT: 2003).

Implementation of PEDP, which has resulted in sharp increases in standard one enrolments in the country, has resulted in a shortfall of teachers. In order to meet the demand for teachers, the government decided to reduce the time which trainee teachers spend at teachers colleges from two years to one. During the second year the trainee teachers are posted to schools where they get supervision from tutors of the training college.

A well-organised in-service training programme is needed to support both the teachers trained during the UPE era of 70s and the current teachers trained to meet PEDP demand.. In practice, the in-service programme operates on an ad-hoc basis; there is no organised sustained effort to develop and further teachers' professional development. Most of the teachers interviewed had attended one or more short term in-service trainings. Many teachers complained that changes

are made in syllabi, and new topics and textbooks introduced, without building the capacity of teachers to teach these subjects. A subject called “Stadi za Kazi” was introduced a few years ago, for which most teachers say they do not have the necessary knowledge or skills to teach it.

*I feel that the government should have a good plan for in-service training by using the existing Teachers’ Resource Centres (TRCs). For example, government has introduced a subject called “Stadi za Kazi” for which no one of us has been trained. How can teachers teach a subject of which they have no knowledge? Before introducing a new subject or a new topic such as AIDS education, teachers need to be trained or provided with the required knowledge. This has not been done. (Female, Grade C, Manyoni)*

Table 22 shows number of teachers attending in-service course of more than 3 day duration in past five years.

**Table 22: Number of In-Service Courses (more than 3 days) Attended by Teachers in the Sample by Gender**

Number of Times	Male		Female		Gender not Stated		Total	
	N	%	N	%	N	%	N	%
None	102	14.8	128	18.9	2	14.3	232	16.8
1 – 2	185	26.8	206	30.4	4	28.6	395	28.6
3 – 4	158	22.8	155	22.8	3	21.4	316	22.8
More than 4	229	33.1	166	24.5	5	35.7	400	28.9
No response	17	2.5	23	3.4	0	0	39	2.8
<b>Total</b>	<b>691</b>	<b>100.0</b>	<b>678</b>	<b>100.0</b>	<b>14</b>	<b>100.0</b>	<b>1383</b>	<b>100.0</b>

Data shows that most of the teachers having attended these in-service courses. Only 15% of men and 19% of women had not attended any in-service courses. Men seem to have attended more courses than women, whereas 33% of the men had attended courses more than 4 times, fewer women (25%) had attended courses more than 4 times.

Table 23 shows that there were no significant differences between teachers in rural and urban areas attending these courses.

**Table 23: Number of In-Service Courses (of more than three day duration) Attended by Teachers by Location of School**

Number of In-service courses attended	Location of School					
	Urban		Rural		Total	
	N	%	N	%	N	%
None	90	16.5	142	16.9	232	16.8
1 – 2	166	30.5	229	27.3	395	28.6
3 – 4	122	22.4	194	23.2	316	22.8
More than 4	148	27.2	252	30.1	400	28.9
No response	19	3.4	21	2.5	40	2.8
<b>Total</b>	<b>545</b>	<b>100.0</b>	<b>838</b>	<b>100.0</b>	<b>1383</b>	<b>100.0</b>

Teachers stated, during interviews, that these in-service courses were mostly organised by NGOs such as Save the Children, Aide et Action and Aga Khan Foundations. Teachers pointed out need for more organised, sustained and focused in-service training for teachers.

#### **4.2.4. Class size**

Class size is a measure of the average number of pupils in a teacher's classroom during a school period and represents an important indicator of the working conditions of teachers, as well as the learning conditions of students. All teachers interviewed were of the opinion that smaller class size is desirable because that allows pupils to receive individual attention from their teachers. It is often difficult to get data on average class size at the national level given differences in the organisation of instruction, such as the practice of double shift. The overall pupil-teacher ratio (total number of pupils to total number of teachers) gives a figure which is much lower than class sizes in reality. The problem of class size has worsened since the introduction of PEDP, which has led to large increases in pupils in the lower grades.

Large class size, and the lack of teaching and learning materials, makes teaching stressful for many teachers. The following quotes from teachers, both in secondary and primary schools, highlight some of the problems faced by teachers.

*I have 53 students in my class. These large classes make teaching very difficult. You do not have time to attend to individual difficulties. You know children learn at different paces, so if you do not assist slow learners then they get discouraged and give up. We also have problem with textbooks. For example, I have only 5 textbooks for my English class which has 40 students. To overcome the problem I prepare good notes which they photocopy. (Male, Graduate, Secondary, Mwanza Municipality)*

*I am teaching standard and two classes, each one of these classes have more than 150 pupils. There are too many pupils in class and it makes my work as a teacher difficult. Problems that I face have to do with classroom management, keeping track of truants, assisting slow learners, and marking pupils work. (Female, Grade A, Ludewa)*

*In my class we have between 60 and 70 pupils. Only thing I can do is to teach them as a class – there is no time to attend to each pupil's learning difficulties. If you have so many pupils in class, it also becomes difficult to control the class, which creates discipline problems. It is also difficult to know if a pupil is in class or not. (Female, Grade C, Manyoni)*

#### **4.2.5. Availability of teaching and learning resources**

Only 2% of the teachers stated that their school had adequate teaching and learning resources. Availability of textbooks is still a major problem despite efforts made under the PEDP to provide textbooks to schools.

*Availability of textbooks is a big problem. One book is supposed to be shared by 5 pupils while 3 children sit on a desk. In many subjects we have 5 textbooks for 40 pupils, some classes even have more than 60 pupils. Lack of textbooks is making teaching very difficult. (Male, WEC, Manyoni)*

*Many people say that our children do not read. What would they read. We have one book shared among 10 pupils. How can they develop love and habit of reading? (Female, Grade C, Manyoni)*

#### **4.2.6. Location of schools**

Teachers argued that the location of the school is part of their work environment and has an effect on how they carry out their tasks. Those located within urban centres encounter difficulties in teaching and in pupil behaviour.

*Our school is located in the middle of the town and that creates problems for us. Children do not do their homework and spend most of their time watching TV. There is a bar near our school and it plays loud music most of the time. Occasionally you see children standing outside the bar listening to the music. (Female, Grade C, Manyoni)*

In some areas, parents do not cooperate with teachers to ensure children get education.

*People in this area do not value education. Not all children enrolled come to school. Most of them are out there trying to cope with life. Parents are not bothered whether their children attend or not. Even those who come to school, are not interested in education. The school was built in 1975 but has only four teachers. I am getting tired of teaching in the same school for so long. It looks like a punishment to me. (Male, Grade A, Ludewa – 60 km away from Ludewa)*

In areas where population is scattered, distances between schools are large, as a result children have to walk long distances to get to school.

*There are some children who have to walk long distances before they reach school. Many of these children come late to school. During the rainy season they do not come at all. These children are tired and fail to concentrate in class. As they wake up early to come to school, many have not had breakfast in the morning. Only meal they will have would be after school. (Male, Grade A, Ludewa – 60 km away from Ludewa)*

In recent years, large schools have been split up into two. Although this may have improved the management of the school, it has often led to less playing space for children.

*We had sports field before, but after the directive from the Ministry of Education, our school was divided into two schools. In order to create another school, classrooms were built on the sports fields. (Female, Grade A, Moshi Municipality).*

#### **4.2.7. Effect of HIV/AIDS on teaching and learning**

HIV/AIDS has long been understood to threaten the supply of educators in Africa and other developing countries. In Zambia for example, the mortality rate amongst educators in 1998 was 39 per 1000, 70% higher than that of the 15-49 age group in the general population (Badcock –Walters and Whiteside: undated ) In recent years concern has been raised on the effect of HIV/AIDS on education. HIV/AIDS has impacted education in different ways. First, there is the loss of experienced teachers through teacher mortality as a result of HIV/AIDS. Even before death there is a long period where teachers are unable to work with vigour. Teachers missing classes not only negatively impacts on the learning of pupils but also on other teachers who have to share the burden.

*HIV/AIDS has created lots of problems for us. There are teachers in this school who are suffering from AIDS. There are many times when they are not in school as they are sick. As a result pupils suffer as their classes are not held. If a teacher is absent for long time, his/her classes are allocated to other teachers increasing their teaching load. (Male, Grade A, Ludewa)*

Secondly, in nearly every school in the country there are AIDS orphans. Teachers are expected to treat these children with understanding and compassion. Most of the teachers do not have the skills required to handle children who have been traumatised as a result of losing one or both parents.

Perhaps, the most obvious effect of HIV/AIDS is the large number of orphaned children in school. Different teachers handle these orphans in different ways.

*We have more than 100 pupils in this school who are AIDS orphans. We try and help them by ensuring that they are not segregated by their fellow pupils. We have identified teachers who provide them with guidance and counselling whenever necessary. We have also prohibited pupils from having any sharp objects in class to avoid pupils drawing blood and thus infecting other children. (Female, Grade A, Dar es Salaam)*

*We have many orphans in this school but it is difficult to say that these are AIDS orphans. As you know we Tanzanians are very canny, we never tell truth. A parent may have died of AIDS but everyone says he has died of tuberculosis. So we cannot be certain if a parent of an orphan had died of AIDS but we do have many orphans in the school. (Male, Degree, Secondary, Mwanza Municipality).*

NGOs and donors were mentioned as supporting these orphans, both in primary and secondary schools.

*We do not have children suffering from AIDS in this school but we have a number of orphans. We try and find external donors to support these children. There is a group from Germany who is assisting orphan children in our school. As a matron in this school, children come and talk to me about their problems. Many of the problems have to do with their mistreatment in the houses where they are living. These children need not only financial support but also love and care. I try and do as much as possible, but it is not adequate. (Female, Secondary, private, Diploma, Moshi)*

Teachers also mentioned the attitude of the community towards teachers contracting HIV/AIDS.

*Community gets concerned when they learn that a teacher has AIDS. They believe that teachers should be an example of upright human being. (Female, Grade A, Ludewa)*

On AIDS education, teachers in primary schools stated they had topics in the curriculum that dealt with HIV/AIDS. In secondary school, especially in private schools, teachers said that students are not taught about AIDS.

*We do not teach anything about AIDS and I do not think there is any teacher in this school who is capable of teaching about AIDS. I know primary school teachers get*



*training in teaching about AIDS but we in secondary have not received any training. (Male, Degree, Secondary, Private, Mwanza Municipality).*

#### **4.2.8. Discipline Problems – to cane or not to cane?**

The vast majority of teachers are in favour of corporal punishment. Of the 1383 teachers, nearly three-quarters stated that corporal punishment should continue in schools and only 11% stated that it should not. Discipline of pupils is a major concern for many teachers, especially in urban schools. In rural primary schools, most of the pupils are well behaved according to teachers interviewed. A teacher in Manyoni provided a unique perspective on why there are disciplinary problems in primary schools.

*There are teachers who create problems for themselves. In my school there are teachers who accept gifts from their students. It can start with small things and then they get bigger. Teachers come under the obligation of their students. These students get too familiar with teachers and they do not get punished when they make mistakes. Soon the teacher loses respect and control of his/her class and in the end the students despise such teachers (Male, Diploma, Secondary, Manyoni).*

Some teachers argued that the kind of punishment administered depends on the nature of the problem. Serious violation of school rules deserved corporal punishment.

*The type of punishment we give depend on the nature of disciplinary problem. In these school we have rules and these rules should be followed at all times. Fighting, stealing, not accepting punishment given by a teacher, truancy and remaining absent from school for more than 21 days are considered as serious offences in this school. For these offences the students can be suspended, expelled, or caned in front of school assembly. In few cases, the issue is taken to the board for final decision. (Female, Secondary, Private, Diploma, Moshi)*

The vast majority of teachers interviewed believe that corporal punishment is absolutely essential to maintain pupils behaviour in school. A teacher argues that the recent directive from the Ministry on the use of caning in school is said to have increased discipline problems in schools.

*The problem of discipline has become more serious since corporal punishment was abolished in the school. What we do now is to call the parents of pupils who are undisciplined. If the issue is not resolved than the head teacher can cane them. Only the head teacher is allowed to administer corporal punishment these days. In reality corporal punishment is useful, as pupils fear to be caned. (Female, Grade A, Ludewa)*

*We use corporal punishment as warning only and not regularly. Corporal punishment is necessary to instil discipline among pupils. There are children who are meek. When they see their friends being punished they rectify their behaviour. This issue of human rights has gone too far. Every time we punish a child they say we are violating their human rights. There are NGOs who are spoiling our children. If we remove canes from our schools, we will have serious disciplinary problems in our schools. I strongly recommend that corporal punishment to continue. We do not want to reach a stage where a pupil beats a teacher and the teacher is not in a position to take action against that pupil. (Female, Grade A, Lindi Rural)*

Many teachers argued that they are where they are today because they changed their behaviour as a result of the punishment they got while at school.

Corporal punishment is necessary, you cannot be a good teacher if you do not punish a child when he/she does something wrong. For example, I was a class monitor when I was in school. One day a teacher caned me for coming late after the lunch break. I did not like to be caned, but understood the reason. There are parents who get angry when you cane their children. These are the parents who have not gone to school and do not therefore understand why teachers cane their pupils. (Teacher, Male, Manyoni).

Caning of pupils is seen as an ultimate weapon in teachers' hands.

*We have discipline problem in this school. Although majority of students are well behaved there are few who create problem. We use corporal punishment but within specified regulations and only for serious cases. In any case students are never given more than four strokes. I know caning humiliates students but what other alternatives are there. There are offences for which caning is unavoidable. (Male, Secondary, Diploma, Manyoni).*

Teachers' argued that caning provides an instant justice. Alternative punishments, according to these teachers, are detrimental both to teachers and pupils.

*My friend, caning is the only solution. That's the simplest and most effective punishment. It does not waste time, both for the one who administers and the one who receives it. This is the punishment they fear. If you give them any other punishment, it has no effect on them. If you give other punishment like digging or cleaning, it takes time and the student may miss his/her classes. (Male, Graduate, Secondary, Mwanza Municipality).*

*New regulations from the Ministry state that if a child is injured as a result of caning, teacher can be taken to a court. Teachers are allowed to administer only 2 to 3 canes. I personally like caning a child. However, some argue that if a child is used to be caned from standard one, it is very difficult to change his/her behaviour without corporal punishment.*

*Alternative punishments are not very effective. For example, if you give a child the punishment of cleaning the compound, this will mean he will miss a class, and a teacher will have to supervise the punishment. There are some children who like to be outside the class than inside. Now who has benefited from such a punishment? (Female, Secondary, private, Diploma, Moshi)*

### Right to Punish?

Introduction of multi-party system in the country has made life difficult for us teachers. There is lot of interference in our work. If we punish children who do not follow school rules, they come to fight with us. They do not want their children to be warned or punished. I had such a problem in this school. Two girls fought in the class. As a teacher I had the responsibility to act. I called both the girls and then gave them two strokes each. One of the girls went and reported this to her father. Her father reported the matter to the police. I, along with the head teacher, was called to the police station. I explained that what I did was within the regulations of the school, and the head teacher supported me. The father did not agree and decided to go to the District Court. This case continued for more than a month. In the end it was found that the father had no evidence to show that I had caned his daughter, so I was set free.

In all this, I had the support of the head teacher. He explained what the procedures were for administering punishment. He also paid my bail. Many of the community members were happy that I was taken to court. In this village parents do not value education and despise any teacher who works hard. (Female, Grade A, Lindi Rural)

In some schools, parents are involved in deciding the nature of the punishment or actually administering the punishment.

*In our school, we have disciplinary problems, especially given the large number of pupils. We are unable to control all these children. Teacher and parents cooperate in dealing with children with disciplinary problems. Parents of children with discipline problem are called to school and informed of their children's problems. Parents are also involved in punishing these children. In some cases we ask parents to administer corporal punishment on their children. Corporal punishment is necessary as it creates fear among the pupils. Verbal warning or giving alternate punishment does not help. (Male, Grade A, Ludewa)*

*In this school discipline is a big problem and the solution is caning. We administer not less than five strokes but only after consultation with parents. Corporal punishment really helps teachers to maintain discipline in this school. (Female, Grade A, Ludewa Rural)*

There are a few teachers who believe that corporal punishment is not helpful, because it does not lead to changing the behaviour of pupils.

*In our school we have a different system of punishment. When a child breaks a rule or causes an offence, he/she is taken to the head teacher where the pupil signs in a book what he/she has done and promises not to repeat it. I find this more effective than caning them. Caning them makes them "sugu". (Male, Grade A, Ludewa – 60 km away from Ludewa)*

Some teaches argued that ensuring discipline in school sometimes leads to conflicts with parents.

*Teaching has become a dangerous profession. I do not know why, but there are always conflicts between teachers, parents and pupils. For example, if a pupil does not attend*

*school, you cannot make a follow up. Parents get upset if you do that. Problem becomes more serious, if the pupil is a girl. You will be accused of harassing her. A girl accused me of raping her and I was taken to court for that, but luckily the court found out that the girl was a liar. (Male, Manyoni)*

#### **4.2.9. Transfer**

Transferring Government teachers between schools and districts is a common practice in Tanzania, depending on need. A teacher is employed on condition that they will work in any place where they are posted. Table 24 shows the number of times teachers were transferred during their working years.

**Table 24: Number of times Teachers have been Transferred**

Qualification	Male		Female		Gender not Stated		Total	
	N	%	N	%	N	%	N	%
0 - 1	138	20.0	107	15.7	0	0	245	17.7
2 – 5	424	61.4	406	60.0	13	92.9	843	61.0
More than 5	127	18.4	158	23.3	0	0	285	20.6
No response	2	0.2	7	1.0	1	7.1	10	0.7
<b>Total</b>	<b>691</b>	<b>100.0</b>	<b>678</b>	<b>100.0</b>	<b>14</b>	<b>100.0</b>	<b>1383</b>	<b>100.0</b>

Data in Table 24 shows that transfer is a common practice. However, most teachers have a mature attitude towards this practice, and agree that it would not be right to let them choose where they work. They argue that as Tanzania is one country, teachers should be willing to work anywhere; if they were free to choose there would be schools in the country which will have no teachers.

*I think it is right that teachers are not allowed to work where they want. If teachers were allowed to decide where they wanted to work, only schools that were located in urban, or more accessible areas, will have teachers. Teachers should not be allowed to work wherever they want. (Male, Grade A, Ludewa Mjini)*

A few teachers argued that the freedom of choice is their right and they should be allowed to choose a school where they want to work.

*I should have the independence to decide where I want to work. Teachers are these days are afraid to ask for transfer as they fear to be put on waiting list. It may take long before one is posted to a school. (Female, Grade A, Dar es Salaam)*

To get transferred from one school to another is a long and cumbersome process. Not only do teachers have to apply for a transfer but they also have to find a teacher who is willing to swap school with them.

*It is very difficult to get transfer to another school. The only way in which this is possible is to find a teacher who is willing to swap with you. It is not possible to have freedom to decide where you want to work as a teacher. (Female, Grade A, Ludewa Mjini )*

*When I got transferred from Masasi to Lindi I had to go through a long process. I was asked to find someone who was willing to swap the place with me. After I found someone, both of us wrote letters to respective officials requesting transfer. It took a long time before the transfer was affected and I was allowed to join my husband. (Female, Grade C, Lindi)*

Teachers, especially those teaching in remote areas argued that a teacher should work in a “difficult” place for a fixed period of time. They should have a right to transfer to another school after they have finished that period. This will give all teachers the experience of teaching in difficult places.

*I do not know what criteria are used in allowing a teacher to be transferred. A teacher can stay in a place for a long time without being transferred. This is so in remote schools where not many teachers will prefer to work. If you get posted to such a school and you accept to remain there, then you are stuck in that place for a long time. If you want to be transferred to another school you have to write a letter to the DEO. If you do that and get a transfer, you do not get the transfer allowance, fare to the place where you get posted and any other kind of assistance. Because of the cost involved in the transfer, many teachers decide to stay put. (Male, Grade A, 60 km away from Ludewa)*

*This practice of allowing transfer only after you find someone to come to your school is bad. There are places where living conditions are difficult and teachers do not want to come and work there. This is such a place. Both my family and I have suffered a lot by being here. You need a system in place where teachers are posted to these difficult areas for a fixed period of time. They can then be transferred and other teachers be brought in their place. Otherwise teachers who agree to go and work in difficult places get stuck there. (Male, Grade C, Lindi Rural)*

#### 4.2.10. Promotion

Promotion is important for teachers and a recognition of their work. Table 25 shows the number of times teachers have been promoted by gender.

**Table 25: Number of Times Teachers Have been Promoted, by Gender**

Number of Times Promoted	Male		Female		Gender not Stated		Total	
	N	%	N	%	N	%	N	%
None	85	12.3	75	11.1	1	7.1	161	11.6
1	67	9.7	60	8.8	2	14.3	129	9.3
2	68	9.8	103	15.2	1	7.1	172	12.4
3	126	18.2	111	16.4	2	14.3	239	17.3
4	159	23.0	162	23.9	5	33.3	326	23.6
More than 4 times	157	22.7	151	22.3	2	14.3	310	22.4
No response	29	4.2	16	2.4	1	7.1	46	3.3
<b>Total</b>	<b>691</b>	<b>100.0</b>	<b>678</b>	<b>100.0</b>	<b>14</b>	<b>100.0</b>	<b>1383</b>	<b>100.0</b>

The majority of teachers have been promoted at least once. The 11-12% who say they have not been promoted are likely to be newly trained teachers recently employed. There are no significant differences between female and male teachers, nor between rural and urban teachers (Table 26).

**Table 26: Number of Times Teachers Have been Promoted, by Location of School**

Number of Times Promoted	Location of School					
	Urban		Rural		Total	
	N	%	N	%	N	%
None	61	11.2	100	11.9	161	11.6
1	49	9.0	80	9.5	129	9.3
2	83	15.2	89	10.6	172	12.4
3	106	19.4	133	15.9	239	17.3
4	139	25.5	187	22.3	326	23.6
More than 4 times	95	17.4	215	25.7	310	22.4
No Response	12	2.2	34	4.1	46	3.3
<b>Total</b>	<b>545</b>	<b>100.0</b>	<b>838</b>	<b>100.0</b>	<b>1383</b>	<b>100.0</b>

Although, most of the teachers were promoted at least once, a large number of teachers felt that the promotion process was not fair.

**Table 27: Teachers' Views on Fairness of Promotion Process**

Is promotion process fair?	Location of School					
	Urban		Rural		Total	
	N	%	N	%	N	%
Yes	142	26.1	343	40.9	485	35.1
No	273	50.1	338	40.3	611	44.2
No Response	130	23.8	157	18.7	287	20.7
<b>Total</b>	<b>545</b>	<b>100.0</b>	<b>838</b>	<b>100.0</b>	<b>1383</b>	<b>100.0</b>

Table 27 shows that 44.2% of the teachers felt that the promotion process was not fair. Slightly more than half of the teachers teaching in urban area and 40.3% of all the teachers teaching in rural areas felt that the process was unfair.

#### 4.2.11. Other Issues raised by Teachers

During the interviews, teachers raised some other issues related to their work. These had to with favouritism among the district officials and freedom of negotiating teachers' contract in private schools.

*There is a great deal of favouritism in our profession. For example, you find the same people attending workshops. Similarly, same people are called to supervise examinations time and time again. You get allowances when you attend a workshop or supervise examinations. District officials only pick their friends for these. I have worked for 22 years and has never been asked to supervise examination. (Female, Grade C, Manyoni)*

*Teachers in private schools face less problems than in government schools. I was working in a government school before where I had no control over what I earned, I had no control over what was deducted from my salary. We did not know what were our rights and responsibilities. Here I can negotiate my own contract and decide if I want an insurance or not. (Female, Diploma Secondary, Moshi Urban)*

### 4.3. Teachers' Living Conditions

With regard to living conditions, three issues dominated teachers' concerns: salaries, housing and healthcare.

#### 4.3.1. Salaries

The average monthly salary, which was Shs. 5,565 in 1990 (Cooksey et al: 1991), has risen more than 10 fold in the last 15 years, yet still remains a major concern for teachers. All teachers, regardless of gender, location, or type of school, argued that the salary which they are getting is inadequate for them to live a decent life. As seen earlier, teachers feel that their low status has to do with the low salary they receive.

*Our profession of teaching is a respectable profession, but the salary that teachers are paid, make many people despise teachers. If you are a committed teacher you do not have time to engage in any other activity. For example, once you finish teaching, you are supposed to mark pupils' exercise books. Then we prepare for the next day. So we have very little time to do anything else. As we spend lot of time on our work, the salary that we get should have reflected this. We should at least have been paid a salary that makes us live comfortably (Female, Grade C, Manyoni)*

Table 28 shows teachers views on the adequacy of salary which they received.

**Table 28: Teachers' Views on the Adequacy of Salaries by Gender**

Response	Male		Female		Gender not Stated		Total	
	N	%	N	%	N	%	N	%
Adequate	22	3.2	18	2.7	1	7.1	41	3.0
Not adequate	523	75.7	521	76.8	10	71.4	1054	76.2
No Response	146	21.1	139	20.5	3	21.4	288	20.8
<b>Total</b>	<b>691</b>	<b>100.0</b>	<b>678</b>	<b>100.0</b>	<b>14</b>	<b>100.0</b>	<b>1383</b>	<b>100.0</b>

Only 3% of teachers stated that the salaries they received were adequate. This view cut across gender and location differences (Table 29)

**Table 29: Teachers' Views on the Adequacy of Salaries by Location of School**

Response	Location of School					
	Urban		Rural		Total	
	N	%	N	%	N	%
Adequate	7	1.3	34	4.1	41	3.0
Not adequate	411	75.4	643	76.7	1054	76.2
No response	127	23.3	161	18.8	288	20.8
<b>Total</b>	<b>545</b>	<b>100.0</b>	<b>838</b>	<b>100.0</b>	<b>1383</b>	<b>100.0</b>

Teachers feel that the salaries which they are getting are lower than in many other professions.

*I feel the biggest problem for teachers is the salary that they receive. The basic salary between different professions may be same but in other professions you get*

a number of allowances. For example, bank tellers and other workers get allowances, which make their life more comfortable. Even police get other allowances. Compared to other professions, teachers are disadvantaged. (Teacher, Diploma, Secondary, Manyoni)

Teachers were realistic when asked what salary they would consider adequate (Table 30). Currently a Grade A teacher earns about 70,000 shillings per month. Even an increase of 100% will put this salary at only 150,000, which seems to be the bare minimum to live in at least a little comfort.

*Salary is totally inadequate especially if you have children to educate. In my opinion an adequate salary is around 150,000 shillings. I keep animals to supplement my income. There is no problem of salary delays, only rarely. We have to go and collect our salary at Halmashauri and the whole day is wasted on that day. Children miss classes on that day. (Female, Grade A, Ludewa Urban)*

**Table 30: Teachers' Views on Increase Required to make Salaries Adequate**

% Increase Needed	Location of School					
	Urban		Rural		Total	
	N	%	N	%	N	%
5 - 10	2	0.4	12	1.4	14	1.0
11 – 25	17	3.1	32	3.8	49	3.5
26 – 50	76	13.9	117	14.0	193	14.0
51 – 75	95	17.4	126	15.0	221	16.0
76 – 100	199	36.5	243	29.0	442	32.0
100+	131	24.0	279	33.3	410	29.6
No response	25	4.6	29	2.5	54	3.9
<b>Total</b>	<b>545</b>	<b>100.0</b>	<b>838</b>	<b>100.0</b>	<b>1383</b>	<b>100.0</b>

Another major concern of teachers is the delay in receiving their salary. Many argue that their salary is not paid on time; sometimes they must wait almost a week.

*Procedures used in paying teachers' salaries create problems for us. Our school is far from the district offices and transport is a problem. We normally ask one teacher to go and collect salaries on behalf of other teachers. It is likely that when the teacher goes to the district office, the salary is not ready for collection. He may have to stay for a long period of time, sometimes more than a week. He will have to stay in a guesthouse and spend money on food as well. We share the expenses, which reduces our income. (Male, Grade C, Ludewa Rural)*

Table 31 shows dates when teachers received their salaries. In urban areas, 11.4% of teachers received their salaries before the end of the month, compared to only 1.6% of teachers in rural areas.



**Table 31: Dates when Salaries are Received by Teachers**

Date	Location of School					
	Urban		Rural		Total	
	N	%	N	%	N	%
Before 25th of the month	1	0.2	3	0.4	4	0.3
Between 25th and end of the month	61	11.2	10	1.2	71	5.1
Before 5th of the next month	235	43.1	161	19.2	396	28.6
After 5th of the next month	225	41.3	629	75.1	854	61.7
No response	23	4.2	35	4.2	58	4.2
<b>Total</b>	<b>545</b>	<b>100.0</b>	<b>838</b>	<b>100.0</b>	<b>1383</b>	<b>100.0</b>

In urban areas, the majority of teachers (55%) received their salaries before the 5th of the following month. In rural areas nearly 80% of the teachers received their salaries after the 5th.

The Cooksey study in 1991 found that 35% of the teachers stated that they received their salaries on time. More rural teachers (40%) than teachers in urban areas (26%) stated that they received their salaries on time. Sixty percent of teachers in urban areas and 44% of teachers in rural areas stated that they received their salaries one week later. It appears that the situation has worsened over the last decade and half, especially for teachers teaching in rural areas.

Teachers in primary schools also raised concern with the way they are paid their salary. They found the procedures for collecting salaries humiliating, as they had to scramble for their salaries from a window, where there was lot of pushing and shoving going on.

*After having worked for more than 13 years, I am getting a salary of 70,000. In my opinion, a reasonable salary that allows one to live a decent life in Dar es salaam should be between 250,000 – 300,000. This will enable me to pay transport, house rent, electricity and water bills. We get our salary on time but we have to face hardship in getting it. We collect our salary from a “window”. In the past we used to collect our salary from a bank. But we found this was not convenient. As teachers get such a low salary, whatever was deposited in our account was withdrawn immediately. Now we have to queue at the window of Municipality. There is no security and no order. We have to push and shove in order to reach the window. (Female, Grade A, Dar es Salaam)*

**Table 32: Teachers’ Satisfaction with the Way in which salaries was Paid.**

Are you satisfied in the way salaries are paid?	Location of School					
	Urban		Rural		Total	
	N	%	N	%	N	%
Yes	68	12.5	109	13.0	177	12.8
No	394	72.3	607	72.4	1001	72.4
No response	83	15.2	122	14.6	205	14.8
<b>Total</b>	<b>545</b>	<b>100.0</b>	<b>838</b>	<b>100.0</b>	<b>1383</b>	<b>100.0</b>

Table 31 shows that only around 13% of teachers in both rural and urban areas are satisfied with the way their salary is paid. Surprisingly, a large number of teachers did not respond to this

question. Collecting salaries is particularly inconvenient for teachers teaching in rural schools, as they have to travel to the District Council office to collect their salaries, which is both costly and risky.

*In the past we used to receive our salary at our school, but now we have to travel to the district headquarter. Some of the schools, like Rungwa (135 Km), are far and teachers have to spend as much as 10,000 shillings just to get at the office. Even when a teacher comes he/she may find that the salary is not ready for collection, he/she has to sleep in a guest house. Take home pay is reduced significantly. (WEC, Manyoni).*

*Payment of salaries is always delayed. There are teachers from rural areas who come to Manyoni to collect their salaries, but often salaries are not ready for collection. They stay in guesthouses, which is a drain on their meagre salaries. Even when salaries are ready for collection, you find teachers crowded at a window where salaries are paid. Teachers push and shove to get their salaries. There is no order or system for collecting salaries. We find it humiliating for teachers to be treated like this. (Male, Grade A, Manyoni)*

There are teachers who engage in other activities to supplement their meagre income. Teachers in rural areas cultivate small plots of land, in urban areas they keep chicken or do petty trading. In some areas, it is difficult to do any other income generating activities.

*I do not have another source of income. It is difficult to have any other source of income in this place. People are poor so business ventures are unlikely to be successful. There is shortage of water in the area so you cannot start a vegetable garden in this place. We have to depend only on salaries. (Male, Grade C, Ludewa Rural)*

Given their inadequate salaries, many teachers engage in other income generating activities to support their families. Table 32 shows number of teachers having other sources of income.

**Table 33: Other sources of Income for Teachers by Gender**

Response	Male		Female		Gender not Stated		Total	
	N	%	N	%	N	%	N	%
Have another source of income	209	30.2	145	21.4	3	21.4	357	25.8
Do not have another source of income	377	54.6	399	58.8	8	57.2	784	56.7
No response	105	15.2	134	19.8	3	21.4	242	17.5
<b>Total</b>	<b>691</b>	<b>100.0</b>	<b>678</b>	<b>100.0</b>	<b>14</b>	<b>100.0</b>	<b>1383</b>	<b>100.0</b>

A quarter of teachers stated that they were engaged in other income generating activities. This proportion of teachers admitting having another source of income is lower than the findings of Cooksey (1991,15), where about half of the teachers admitted having other income generating activities. Slightly more than half of men and women stated they had no other income generating activities. Table 34 shows that more teachers in rural areas than in urban areas were engaged in income generating activities, besides teaching.

**Table 34: Other Sources of Income by Location of School**

Response	Location of School					
	Urban		Rural		Total	
	N	%	N	%	N	%
Have another source of income	111	20.3	246	29.4	357	25.8
Do not have another source of income	323	59.3	461	55.0	784	56.7
No response	111	20.3	131	15.6	242	17.5
<b>Total</b>	<b>545</b>	<b>100.0</b>	<b>838</b>	<b>100.0</b>	<b>1383</b>	<b>100.0</b>

The following quote summarises teachers' concern on salaries.

*There are two problems with the system used to pay teachers' salaries. First, when teachers go to collect their salaries, classes are left without teachers. Pupils miss out on lessons. Secondly, there is the issue of safety of the salary. People in the district know that teachers have received their salaries. They may even know who has collected how much. There is danger of teachers getting robbed on their way back to school and this has happened several times in this district. (Male, Grade C, Ludewa Rural)*

#### 4.3.2. Housing

Housing is a major problem faced by nearly all the teachers; there are simply not enough school houses to go around. Only a tiny proportion of teachers stay in houses provided by schools. The housing situation is slightly better for secondary school teachers working in government boarding schools, where the number of staff houses is adequate.

Table 35 shows the number of teachers who are living in accommodation provided by schools. Overall, less than a quarter of teachers are living in housing provided by the school, with a slightly higher proportion of men than women.

**Table 35: Number of Teachers Staying in School Provided Houses by Gender**

Staying in a school provided houses?	Male		Female		Gender not Stated		Total	
	N	%	N	%	N	%	N	%
Yes	215	31.1	110	16.2	2	14.3	327	23.6
No	404	58.5	488	72.0	11	78.6	903	65.3
No response	72	10.4	80	11.8	1	7.1	153	11.0
<b>Total</b>	<b>691</b>	<b>100.0</b>	<b>678</b>	<b>100.0</b>	<b>14</b>	<b>100.0</b>	<b>1383</b>	<b>100.0</b>

Not surprisingly, the proportion of teachers living in school housing is considerably less in the urban areas (8%) than in rural schools (34%) as Table 36 shows.

**Table 36: Number of Teachers Staying in School Provided Houses by Location of School**

Staying in a school provided house?	Urban		Rural		Total	
	N	%	N	%	N	%
Yes	42	7.7	285	34.0	327	23.6
No	434	79.6	469	56.0	903	65.3
No response	69	12.7	84	10.0	153	11.0
<b>Total</b>	<b>545</b>	<b>100.0</b>	<b>838</b>	<b>100.0</b>	<b>1383</b>	<b>100.0</b>

This situation has deteriorated since 1990 when the Cooksey study found that nearly three-fifths of teachers in rural areas and 38% in urban areas lived in government/school owned accommodation.

Teachers who are not provided with houses in rural areas have the problem of finding satisfactory accommodation. Most rent rooms in inferior locally-built houses. Even where teachers are provided with the school houses, the condition of these houses is far from satisfactory.

*I am living in a house provided by the school. The house is made of poles and mud. It has no windows and has a fragile door. The roof is thatched and leaks during the rainy season. I am quite unhappy living in such a house. (Male, Grade A, Ludewa Rural)*

Although finding suitable accommodation in urban areas is much easier than in rural areas, teachers in urban areas still struggle to find accommodation near their school.

*The location of the school also creates problem. There are no teachers' houses at the school. We cannot afford the rent in the centre of the town, near the school. We spend between 30 to 40 minutes walking to school. Many teachers are late in the morning. Similarly, pupils also come late to school. (Male, Grade A, Ludewa Urban)*

Teachers were asked what proportion of their salaries they pay as rent. Table 37 shows the proportion of salaries paid by teachers who live in school/ government provided housing and those who lived in rented houses. Of the 1383 teachers in the sample, around one quarter are living in government/school provided housing, 20% are living in their own homes and over half are living in rented accommodations.

**Table 37: Proportion of Salaries Paid as Rent**

% of Salaries paid as rent	Teachers Staying in Government/ School Provided Housing		Teachers Renting Private Houses	
	N	%	N	%
Less than 10	179	54.7	189	24.5
10 – 15	94	28.7	179	23.2
16 – 30	31	9.5	148	19.2
More than 30	21	6.4	146	19.0
No response	2	0.6	108	14.0
<b>Total</b>	<b>327</b>	<b>100.0</b>	<b>770</b>	<b>100.0</b>

Data in Table 37 shows that teachers who live in rented houses pay a greater proportion of their salaries as rent compared to those living in school/government provided housing.

### 4.3.3. Healthcare

In recent years, the government has put in place a health insurance scheme for teachers. Teachers contribute 3% of their salaries per month towards this health insurance scheme, the rest is contributed by the government. Being a member of this scheme enables teachers and up to four of their dependents to get health care from approved health facilities. There are certain diseases like cancer that are not covered by the scheme. Table 38 shows the number of teachers who stated that they were members of the government health insurance scheme.

**Table 38: Membership by Teachers in Health Insurance Scheme for the Government Employees**

Members?	Male		Female		Gender not Stated		Total	
	N	%	N	%	N	%	N	%
Yes	492	71.2	463	68.3	6	42.9	961	69.5
No	130	18.8	116	17.1	3	21.4	249	18.0
No response	69	10.0	99	14.6	5	33.3	173	12.5
<b>Total</b>	<b>691</b>	<b>100.0</b>	<b>678</b>	<b>100.0</b>	<b>14</b>	<b>100.0</b>	<b>1383</b>	<b>100.0</b>

It is likely that those who stated that they are not members are teachers from private schools. Table 39 shows the satisfaction level of teachers with Health Insurance Scheme for Government Employees.

**Table 39: Satisfaction with Health Insurance Scheme for the Government Employees**

Response	Urban		Rural		Total	
	N	%	N	%	N	%
Yes	82	15.0	257	30.7	339	24.5
No	326	59.8	391	46.7	717	51.8
No Response	131	24.0	182	21.7	313	22.6
Not applicable	6	1.1	8	0.9	14	1.0
<b>Total</b>	<b>545</b>	<b>100.0</b>	<b>838</b>	<b>100.0</b>	<b>1383</b>	<b>100.0</b>

Satisfaction level is low both in urban and rural areas but more so in urban areas where only 15% of the teachers stated that they are satisfied with the scheme. In rural areas 30% of the teachers are satisfied with the scheme though they complain that the scheme is facing teething problems.

*Health insurance is very helpful. In the past it was very difficult to get treated when you did not have cash. Now you can get treated anytime you or your family member is sick. I strongly suggest that the health insurance should continue. (Male, Grade A, Ludewa Urban)*

*The health insurance policy is good for teachers. When you go for treatment you just show your card and you get treated. There is no problem with the scheme and I suggest it to continue. (Female, Grade A, Ludewa Urban)*

Many teachers are unsatisfied with the attitudes of healthcare workers, the lack of medicine, and the coverage of the scheme.

*The health insurance does not benefit teachers. I went to Muhimbili and was refused treatment, saying the card which I had was not the one required for treatment at Muhimbili. (Female, Grade A, Dar es Salaam)*

*The health insurance scheme has lots of teething problems. You fill the form and they send you your identification card but with someone else's photograph! Name is yours but the photograph is of someone else. When you go to a dispensary with your card, you get ignored. Even if the doctor prescribes medicine for you, when you reach the window you are told that there is no medicine. They see the value of the medicine and if it is expensive, they ask you to go and buy. I find this scheme has no value at all. I suggest that health workers be informed that when teachers come for treatment with a card, they are not coming for free treatment but are paying for the service. When you go you hear them saying free loaders are coming. (Female, WEC, Manyoni)*

*The health insurance scheme has not helped teachers. For example, my child was admitted at the government hospital but the care he got was not satisfactory. Some of the tests were not carried out. People who pay cash for services are treated differently than we who have insurance. We are treated as if we are getting the service free. The hospital did not have the required medicine, which I had to purchase from a nearby pharmacy. I was not refunded for the amount spent. I suggest that staff in hospital be informed on the health insurance scheme. (Female, Grade C)*

*When the health insurance was started, nothing happened. We just saw our salaries being deducted. Than a year later, we were asked to fill a form and send our photographs. It took a long time before the identity cards came. My personal feeling is that the health insurance is not really useful to us. We pay much more than the services we get back. For example, I suffer from high blood pressure. Whenever I go to a dispensary, the doctor checks my pressure and prescribes Panadol. Medicine for high blood pressure is not available at the dispensary and so I have to purchase it from a pharmacy. (Female, Grade C, Lindi Rural)*

*I am having recurring malaria for the last two years. The health insurance scheme is not very useful because we are treated as non-paying patients although we do contribute to the scheme. Because we are seen as free patients, sometimes we are given medicine different from that given to paying patients. For example I was given "Brufane" which is a pain killer when I was suffering from malaria. I decided to go to a private hospital where I got proper treatment. Another time I went to the government hospital and was given "Septrin" which is an antibiotic! I had to go to a private hospital to get treated. (Female, Grade A)*

The following suggestions were made on the health insurance:

*The health insurance needs to be improved. First, there is need to include treatment of all cases of illnesses. Currently you have an insurance card but when you go to the hospital you are informed that a particular disease is not treated through insurance. (Male, Grade C, Manyoni)*

*In my opinion, the amount of money I contribute towards the health insurance and the amount contributed by the government should be given to me. I should then be able to decide how I will use this money. I can then either go to a government hospital or to a private one, the decision will be mine. (Female, Grade C, Lindi Rural)*

#### **4.4. Teachers' Involvement in "big issues"**

Teachers' views were sought on their involvement in curriculum development and in the implementation of PEDP.

##### **4.4.1. Curriculum**

What emerged from the interviews is that teachers feel they are not involved in the process as much as they want. There is consensus that their involvement will be positive and improve the curriculum.

*It is very important for teachers to be involved in curriculum development. They are the ones who know the difficulties and ease with which curriculum is implemented. We should also be involved in deciding the kind of examinations be set. (Female, Grade A, Ludewa Urban)*

*Teachers are not involved in curriculum development, and therefore I request teachers be involved. Now TIE prepares syllabi, for example like stadi za kazi, and we are asked to teach it. How can a teacher teach a subject of which he/she has no knowledge? If we were involved in the process, such things could not have happened. (Female, WEC, Manyoni)*

*We teachers are required to ensure pupils learn what is in the syllabus. However, sometimes we find that we are unable to do that. For example, in the subject of "stadi za kazi" we have to teach pupils carpentry, and to plaster walls etc. How can I teach my pupils these things when I do not know how to do these? (Male, Grade C, Manyoni).*

*We teachers need to be involved in curriculum development. We are the ones who know what children can learn and cannot and at what age. Similarly teachers need to be involved in preparing examination. If a person who is teaching is different from the person who is setting the examination, then there are going to be problems. (Female, Secondary, Private, Diploma, Moshi)*

##### **4.4.2. Primary Education Development Programme (PEDP)**

PEDP is an ambitious government programme to revamp primary education in the country. The programme places a high premium on involving all stakeholders in its implementation, including teachers. This study asked teachers how they view their involvement in PEDP. Most of the teachers stated their involvement is limited to mobilising parents to enrol their children in school.

*The role of teachers in implementing PEDP is to encourage parents to send their children to school. (Female, Grade A, Ludewa Urban)*

This lack of involvement of teachers in PEDP was also evident from the fact that large numbers of teachers knew about PEDP not from the responsible authorities, but through the media.

*I knew about MMEM (PEDP) from newspapers and heard about it over radio. There has been no seminars or workshop for teachers informing them of what MMEM is. Our role in MMEM is to encourage parents to send their children to school. MMEM has increased the work load of teachers as it has significantly increased number of pupils in school. (Male, Grade A, Ludewa – 60 km away from Ludewa)*

#### 4.5. Effectiveness of Teachers' Union

In many countries, teachers' unions have acted to work towards improving teachers working and living conditions. Teachers were asked about their views on Tanzania Teachers' Union (TTU). The majority of the teachers interviewed are satisfied with the work of TTU, but expressed some reservations.

**Table 40: Satisfaction with the Performance of TTU, by Gender**

Are you satisfied with the performance of TTU?	Male		Female		Gender not Stated		Total	
	N	%	N	%	N	%	N	%
Yes	404	58.5	391	57.7	7	50.0	802	58.0
No	129	18.7	101	14.9	2	14.3	232	16.8
No response	158	22.9	186	27.4	5	35.7	349	25.2
<b>Total</b>	<b>691</b>	<b>100.0</b>	<b>678</b>	<b>100.0</b>	<b>14</b>	<b>100.0</b>	<b>1383</b>	<b>100.0</b>

Table 40 shows that 58% of teachers, slightly more men than women, are satisfied with the performance of TTU. Satisfaction level is higher in rural areas (65%) than in urban areas (47%) as shown in Table 41.

**Table 41: Satisfaction with the Performance of TTU, by Location**

Are you satisfied with the performance of TTU	Urban		Rural		Total	
	N	%	N	%	N	%
Yes	256	47.0	546	65.2	802	58.0
No	109	20.0	123	14.7	232	16.8
No response	180	33.0	169	20.1	349	25.2
<b>Total</b>	<b>545</b>	<b>100.0</b>	<b>838</b>	<b>100.0</b>	<b>1383</b>	<b>100.0</b>

*Both the TTU and DEO officials care about teachers. For example, if you go to either of these offices for assistance, they will give you the required assistance like fare to the nearest hospital if you are sick.*

*TTU is fighting for teachers' welfare to ensure that teachers get a good salary that enables them to live a decent life. CWT can also give you a loan if you need one. (Female, Grade A, Ludewa Urban)*

*TTU is very helpful and need to be strengthened. We need to ensure that there is transparency and accountability in the Union. Currently we do not know how money deducted from our salaries is going. We find that top officials of the Union are living a*



*totally different life than us teachers. They do not face the same problems that we teachers in the field face. (Male, Grade C, Manyoni)*

*In my opinion CWT is playing a very important role. It fights for teachers' welfare and well-being. Teachers borrow money from CWT when in necessity. However, the money they lend us is our money, collected from us. Even when we borrow money, there is limit – that we should not borrow more money than our salary. If our problems are big, which require large sums of money, where will we go? (Female, Grade A, Lindi Urban)*

*CWT has fought for the rights of teachers. Once in this district, the district officials wanted to purchase a vehicle. We were required to contribute money from our salaries to enable the district to purchase the vehicle. We argued that it is the responsibility of the government to purchase vehicle for the DEO and not of teachers. Deductions made from our salaries were returned after CWT intervened. (Male, Grade C, Ludewa Rural)*

About one-fifth of teachers are not satisfied with the performance of TTU, as the following statements show:

*We teachers have no place where we can take our concerns. The top officers of CWT do not care for the welfare of classroom teachers. The only thing the CWT does is to reduce our income. (Female, Grade A, Dar es Salaam)*

*CWT is totally useless. My salary is deducted, without my consent, as my CWT fees. I do not know where the money goes. We have never been told how much money has been collected and how it has been used. (Female, WEC, Manyoni)*

*One problem we have is that our CWT chairperson sits in the same office as DEO. He is District Adult Education Officer. How can my employer protect my rights as an employee? (Male, Teacher, Manyoni)*

*CWT has a major responsibility to inform teachers on their rights and responsibilities. We hear from the media that there is new salary structure for teachers but have not seen it. I understand it is in the REO's office. CWT has an obligation to inform all the teachers on salary changes so we know if what we are getting is the right salary.*

*Other times we find that CWT secretary is hardly ever in his office. You hear he is attending workshop or seminar in Itigi, next time you hear he is in Singida. When does he have time to listen to our complaints? If he is attending these workshop on our behalf, why is there no feedback from him to tell us what was discussed and what was agreed upon and how would these discussions help us.*

*I think many decisions made by CWT are good, but we need to be involved in decision making. We need participatory decision-making. We need CWT, which is transparent and accountable in its operations. There is need for solidarity between teachers and CWT leadership. (Male, Secondary, Diploma, Mwanza Municipality).*

## 5.0. Discussions of the Findings and Recommendations

Politicians and other actors have often pronounced on the importance of the role which teachers play in national development. The key question then is, does the status and working conditions of teachers reflect the importance of their role and the expectations of national stakeholders? Apparently not. The study shows that there is a clear link between the status of teachers and their working conditions, particularly their salaries. Many teachers feel that their status in the society is low because their salaries are low. Low salaries also repel better performing students from joining the teaching profession. One of the guiding principles stated in the ILO/UNESCO recommendations is that working conditions should be such that they enable teachers to concentrate on their professional task, and promote effective learning by students. In particular, salaries should provide teachers with the means to ensure a reasonable standard of living and to invest in further professional development. They should also reflect the importance of the teaching function and take into account the qualifications and experience required by teachers together with the responsibility they carry. Moreover they should compare positively with salaries paid in other occupations requiring similar qualifications (Siniscalco: 2002)

Another problem impinging on the quality of education is the low qualification of primary school teachers. Nearly half of the teaching force in primary schools do not have an educational level above that of the children they teach. Lack of well organised in-service programmes hinder the professional development of these teachers.

Major findings will be discussed in terms of their implications:

- Findings that have policy implications
- Issues of management and administrative nature
- Implications for the work of TTU
- Direction of future research

### 5.1. Findings that have Policy Implications

MOEC need to make policy decisions on the following issues raised during the study:

#### 5.1.1. Teaching Load

This study and other studies have shown that on an average, teaching load of Tanzanian teachers is the lowest in Africa south of the Sahara. This has partly to do with a lack of policy on teacher workload. Although the PEDP (URT: 2001) stipulates that “ the minimal school instructional week will be 20 hours of instruction time” per pupil, no minimum instructional time for teachers has been stipulated. The numbers of hours, which teachers have to teach are not specified. Budget constraints require difficult policy choices and trade-offs between teacher work load, class size and pupil-teacher ratio, and teachers’ salaries, in order to balance expanding access to education, and attracting and retaining good teachers.

***MOEC needs to make a policy decision on the minimum teaching load of teachers specifying how many hours per week each teacher is required to teach. The size of class and responsibilities that are assigned to teachers (head teacher, academic teacher etc) can be factored in.***

### 5.1.2. Deployment of Teachers

One of the problems facing the primary education sector in Tanzania is that of teacher deployment. The overall Pupil-Teacher Ratio (PTR) has increased from 40:1 in 1999 to 57: 1 in 2003 (URT: 2003,13). This means that despite having recruited more teachers under the PEDP, this recruitment has not matched the increase in pupil enrolment. There are wide variations in PTR between and within regions, from a low of 40:1 in Kilimanjaro region to a high of 1: 73 in Mwanza Region (URT: 2003,13). A recent study on teacher deployment showed that there are variations within regions and within districts (KK Consulting Associates: 2001).

Another problem with the deployment of teachers is the distribution of Grade A teachers. The proportion of Grade A teachers in primary schools has increased from 38% in 1995 to 52% in 2003 (URT: 2003, P.13). However, these Grade A teachers are not evenly distributed between regions, districts and schools. For example Lindi has the lowest rate of 39% compared to a high of 68% in Dar es Salaam.

In secondary schools the PTR is low and has increased only slightly, from 1: 19 in 1999 to 1:21 in 2003. A major problem for secondary schools is to recruit and retain graduate teachers. Of the 16,399 teachers in secondary schools, less than 20% are graduates.

A third problem with teacher deployment is the gender balance. The proportion of female teachers in primary schools has remained more or less static at 45% since 1999, with some variation between regions, districts and schools. Schools in urban and peri-urban areas tend to have more female teachers than male, while rural areas have few or none. A typical teacher in a school in a remote area is a male Grade C teacher, while a typical teacher in an urban area is a female Gd.A teacher. Many teachers are unwilling to go and work in “difficult” remote areas where getting adequate housing and basic necessities like health care is difficult.

***Although the PEDP states that “redeployment incentives, decentralised appointments and new recruitment will be put in place” the study shows that more needs to be done. Incentive packages need to be developed to attract teachers, especially Grade A females, to work in “difficult” regions, districts and schools.***

The study clearly shows that there is a widespread perception among teachers that only those students who fail to make the grade for other professions join teaching. It is important for MOEC to make a teaching career more attractive so that better-quality students can be recruited to the profession.

***Although the government has realised the need to attract and retain better qualified teachers, little has been done to achieve this. PEDP states that “publicity campaigns will target a higher quality of potential teacher, emphasising good career prospects and terms of service. Efforts will be made to reduce or eliminate financial obstacles facing new recruits”. MOEC need to put in place a policy that attracts better qualified students to the teaching profession. The key to doing this lies in improving the status of teachers.***

From the study it appears that not many teachers are willing to work in these difficult areas. One option put forward by teachers who were teaching in these difficult areas was to have a fixed term which teachers were required to teach in these areas.

## **5.2. Issues that have Implications for Management and Administration**

**5.2.1. The way salaries are paid:** Nearly every primary school teacher is concerned with the way their salaries are being paid. The practice of collecting salaries from the district council is inconvenient, risky, and degrading. Collecting salaries from a central place means that class time must be wasted to do so, leading to the loss of part of a day's teaching in urban areas, and even more in rural areas. Teachers in secondary schools do not face similar problems, as their salaries are paid at the school or through a bank.

***It is recommended that PO-RALG and MOEC find more efficient and acceptable methods of paying primary school teachers' salaries.***

A second problem concerns the delay in receiving salaries. Less than 12% and 2% of teachers in urban and rural areas respectively receive their salaries before the end of the month. A large number (41% in urban areas and 75% in rural) have to wait until after the 5th of the following month.

***There is a need to ensure that teachers receive their salaries before the end of the month. Although the issue has been raised in different forums, solution to the problem has yet to be found.***

**5.2.2. Health Insurance Scheme:** The study shows that majority of teachers are not satisfied with the operation of the health insurance scheme put in place by the Government for its workers. This dissatisfaction has to do with the way the scheme is operated and the attitude of hospital employees towards the scheme members. Teachers stated that more often than not, the medicine prescribed is not available at the health facility and they have to purchase this using their own money.

Health workers should be better informed about the health insurance scheme, so that their negative attitudes towards teacher patients can be eradicated

The scheme should refund teachers who have to purchase medicine outside because it is not available at the government facility.

## **5.3. Implications for the work of TTU**

The study found that overall teachers were satisfied with the performance of TTU. Satisfaction level is lower in urban areas (47%) than in rural areas (65%).

There is a need to find out the reasons behind the low satisfaction levels in urban areas. TTU needs to bring about changes in the way salaries are paid to teachers and in the health insurance scheme.

The major concern of teachers is low salaries that teachers receive, which is reflected in their status among community and their own students. Advocacy by TTU for higher salaries is difficult as salaries are low for most Tanzanian workers in the public sector. Since the number of teachers is large, increasing their salaries has far-reaching implications for the overall government budget. Yet, the issue is critical: teachers need to be paid a decent wage.

***It is recommended that TTU continue to advocate for fair salaries for fair work. Teachers have a right to have a salary that meets their basic needs of housing, shelter, and clothing.***

Another major concern for teachers is housing, especially in rural areas. Although under the PEDP the Government is spending large amounts of money to construct teachers' houses, the number of houses constructed still will not meet demand. Teachers cannot build houses where they are teaching as they might be transferred at any time.

**5.3.1. Information on Rights and Responsibilities:** It is surprising to find that a majority of teachers are not aware of their rights and responsibilities. The only right they know of is their right to an annual leave.

***It is recommended that TTU ensure that all teachers are informed of their rights and responsibilities. An information package can be prepared and sent to all the schools in the country.***

**5.3.2. Involvement of Teachers in Policy Matters:** The study shows that teachers have no forum in which to express their views on policy matters, curriculum development, examination and other issues that directly concern them. TTU is in a position to rectify this.

***It is the responsibility of TTU to ensure that teachers' views are sought and used in policy decisions, curriculum development and examination matters, and that information on new policies, curriculum changes, and other education related matters is sent to teachers. TTU need to organise a forum for teachers to debate these issues so that their views can become known to the TTU and be incorporated into their advocacy work.***

***Teachers' Resource Centres, which have been established in many parts of the country, can be used for depositing policy related and other materials. These might also be the forum where teachers come together to discuss matters that concern them.***

**5.3.3. TTU leadership:** Teachers in the field were concerned that the top TTU leaders are also employees of MOEC. These dual responsibilities, teachers argue, hinders TTU's ability to address teachers' concerns.

***Recommend that TTU consider its position on this. If possible, there is need to de-link top leadership positions in TTU from MOEC employment. Doing this may give the TTU leadership greater legitimacy in the eyes of its members.***

**5.3.4. Accountability:** Some teachers are concerned at the lack of accountability in the use of TTU funds.

***There is a need for greater interaction between teachers and TTU representatives where concerns of teachers can be raised and teachers can be provided with, and discuss, financial statements. An annual TTU report, which highlights the major achievements and shortcomings, should be produced and distributed to its members.***

**5.4. Implications for HakiElimu and other NGOs:** There is a feeling among many teachers that their concerns are not supported by any organisation. Many of the NGOs deal with

concerns of the children and community. This perception, right or wrong, needs to be addressed. NGO's can address teachers' concerns by taking these up for advocacy purposes. The issues that may be taken up are:

- The areas that have been agreed in the PEDP documents on matters concerning teachers can form the advocacy agenda of HakiElimu. For example, PEDP states that “publicity campaigns will target a higher quality of potential teacher, emphasising good career prospects and terms of service”.
- Distribute information on policy matters to schools in the country.
- Assist in building capacity of TTU on issues such as advocacy and accountability issues.

### **5.5. Issues for Further Research**

One of the findings of this study, and of other studies, is that the teaching load of Tanzanian teachers is low. Moreover, this does not necessarily mean that teachers spend the time on task. Studies have found that time-on-task has a positive relationship with learning. There is need for a study that looks at time-on-task of teachers in Tanzania. It is highly likely that time-on-task is quite low in the country. Data is also needed on other outside classrooms tasks that teachers carryout.

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Tanzania is widely acknowledged to be making great strides in improving primary education at the beginning of the new century. The Primary Education Development Plan (PEDP) has brought significant increases in pupil enrolment, classrooms constructed, funding and recruitment of teachers. These are clearly important achievements.

But how are teachers faring? What are their living and working conditions? Are teachers adequately supported? Motivated? Challenged? Held accountable? These questions matter because, as Mwalimu Nyerere once observed, “teachers can make or ruin a society” and it is they “who are shaping what Tanzania will become, much more than we who pass laws, make rules, and make speeches!”

This study, the first of its kind in over a decade, was jointly conducted by the Tanzania Teachers Union (TTU) and HakiElimu. It is based on research undertaken in seven districts of the country – one from each of the seven educational zones of Tanzania – with careful attention to ensuring socio-cultural diversity. The study approach included both quantitative and qualitative methods, with particular emphasis given to the voices of teachers.



Teachers are at the heart of education. Teachers – and their living and working conditions – need to be at the heart of education reforms. This study is intended to contribute to the debate on how this can be done.

HakiElimu works to realize equity, quality, human rights and democracy in education by facilitating communities to transform schools and influence policy making, stimulating imaginative public dialogue and organizing for change, conducting critical research, policy analysis and advocacy, and collaborating with partners to advance common interests and social justice.

The Tanzania Teachers' Union (TTU) promotes the rights, responsibilities and interests of teachers throughout the country.



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