

Improving quality in secondary education: Is the money reaching schools?

Key findings and recommendations

- 93% of surveyed schools reportedly did not receive capitation grant by January 31, 2011.
- The few schools that received the grant got on average about TZS 517 shillings per student instead of the TZS 10,000 shillings that the Government committed to send.
- Capitation grant money disbursed in January 2011 from Treasury to LGAs for transfer to secondary schools averaged TZS 390 per student.
- Between July-December 2010, schools received on average about TZS 2,087 shillings per student.
- There is little evidence that the education system is well prepared to ensure full and timely delivery and effective monitoring of capitation grant resources, jeopardizing quality.
- Authorities need to look into why this is the case and address the issues accordingly, and to be more transparent about transfers at LGAs level.

Introduction

Tanzania recently launched the second phase of the Secondary Education Development Programme (SEDP II) which is to be implemented from July 2010 to June 2015. Among the five key objectives of the programme, improvement of quality and relevance of education in secondary schools comes first. To achieve this objective the Government has committed, besides training more teachers, to increase and disburse the capitation grant to schools in a timely manner so as to enable student learning.

Capitation grants are a crucial part of school level expenditures. They are to be used for purchasing learning and teaching materials and other administration related expenses. During SEDP I (2004/05-2009/10) the Government only managed to provide TZS 7,634 per student per year¹. Under SEDP II the Government has committed to step up the resources to deliver the full amount of the grant² set at TZS 25,000 per student per year, and to ensure that its implementation is effectively monitored.

Underscoring the importance of these resources, HakiElimu, Policy Forum and Twaweza initiated an exercise to monitor whether the commitment to disburse the grant to schools under the SEDP II is being honored. The first phase of the monitoring exercise was carried out between January 21 and March 18, 2011. HakiElimu collected and compiled data through its network of head teachers and volunteer citizens (*Friends of Education*). This exercise is not a comprehensive national assessment of the situation, but provides a useful snapshot of the reality of funds reaching schools.

Finding 1: 93% of schools surveyed had not received capitation grant for January 2011 as promised

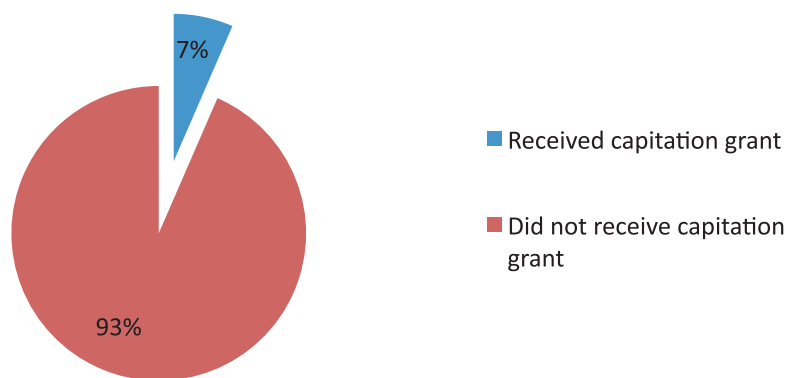
According to the SEDP II Project Appraisal Document agreed between the Government of Tanzania and the World Bank, the Government committed to deliver the capitation grant to schools in four



installments during a school year. The first installment was to arrive in schools in January and the remainder by end April, July and October of each year. The first installment was to be disbursed in January so as to enable schools to procure books and other educational materials at the beginning of the school year.

In the course of monitoring exercise, some schools refused to provide information as to whether or not they received capitation grant funds³. However, reports from the schools that were willing to provide the information show that as of January 31 2011, virtually all schools (93%) had not received any capitation grant money from the Government on time.

Figure 1: Schools that received the capitation grant as required by January 31, 2011



Source of data: Hakielimu/Twaweza

Finding 2: Schools that received capitation grant funds in January 2011 got between TZS 146 and TZS 916 per student

According to the SEDP II Project Appraisal Document, the first installment was set at 40%⁴ of the total capitation grant amount of TZS 25,000 (i.e. TZS 10,000), so as to contribute towards the significant expenditures that need to be incurred at the beginning of the school year.

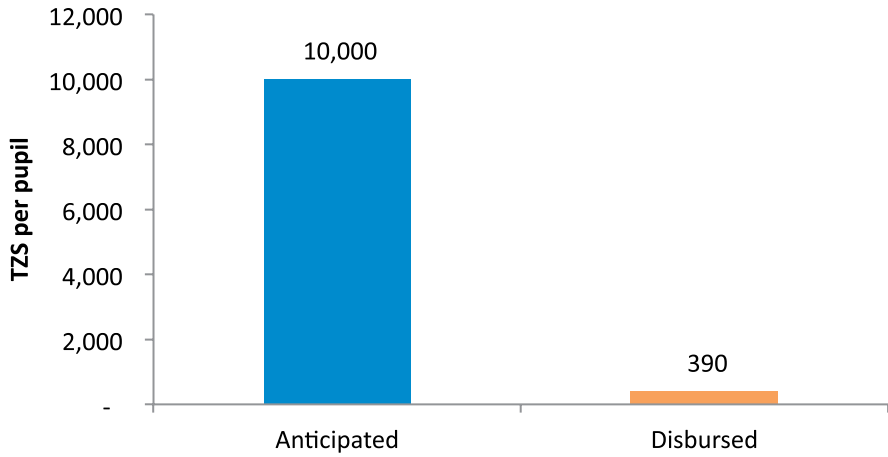
The survey found, however, that the few schools that received money from the Government in January reported receipts of between TZS 146 and TZS 916 per student. On average, for these schools, this is about TZS 517 per student, which compares poorly with the TZS 10,000 that should have reached them. It is not clear whether these reported disbursements in 2011 may in fact be 2010 amounts that were delayed. In either case, the point is that secondary schools began the year with little or no money from the Government for quality.

Finding 3: Capitation grant money released from Treasury to LGAs in January 2011 provides only TZS 390 per student

Although most schools reportedly did not receive capitation grant in January 2011, the Treasury reports on the Ministry of Finance's website show that the Government disbursed capitation grant money to Local Government Authorities (LGAs) to be channeled to secondary schools in January 2011.

In 2010, there were 1,401,330 students who were enrolled in Government secondary schools countrywide. In January the money the Treasury reports disbursing TZS 546 million for secondary schools capitation. Assuming that the Government used the base enrollment figure in 2010 to allocate the first disbursement of capitation grant in 2011, the amount disbursed from Treasury translates to TZS 390 per student.

Figure 2: Anticipated Vs actual Capitation grant sent from Treasury to LGAs in January 2011



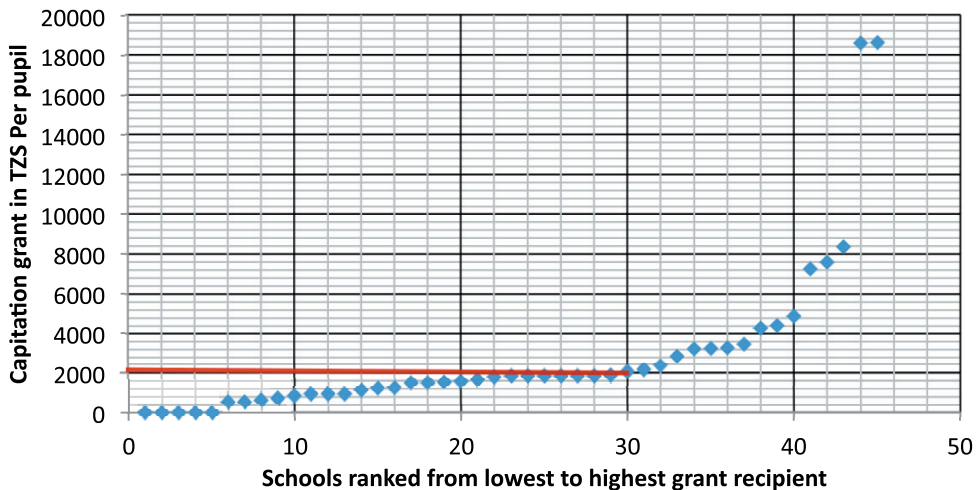
Source of data: Ministry of Finance and Economic Affairs

This amount is equivalent to 4% of the amount that should have been disbursed in January that is TZS 10,000 per student or TZS 14 billion for all enrolled students. Besides the fact that the money did not reach schools in time, the amounts disbursed from Treasury are clearly too small to enable any meaningful investment in student learning. The basis on which these funds were derived and the reasons for the differences in amounts anticipated and amount that is actually disbursed per student are puzzling.

Finding 4: Schools received TZS 2,087 between July and December 2010

Assuming that the 2nd, 3rd and 4th installments of the capitation grant are each 20% of the annual grant amount, if schools receive resources according to plan, 60% or TZS 15,000 will arrive in schools in the first half of the school year (January-June) and the remaining 40% or TZS 10,000 should arrive in schools during July-December. Since SEDP II implementation started in July 2010, we can deduce that schools should have received TZS 10,000 shillings between July and December of 2010.

Figure 3: Capitation grant distribution to schools July-December 2010



Source of data: Hakielimu/Twaweza

Reports from schools which were willing to provide information show however that they received on average TZS 2,087 shillings per student between July and December 2011, with considerable variations between schools. Some received nothing; two outliers reportedly received over TZS 18,000; most reported between TZS 400 and TZS 2000 per student. These amounts do not cover even half the cost of a single textbook, so their impact on improving learning is likely to be negligible.

Conclusion

This brief has given a snapshot of what has transpired in the first few months of implementation of the SEDP II capitation grant component. It shows that the Government's commitment to transfer 40% (TZS 10,000 per student) of the capitation grant money to secondary schools at the beginning of the school year was not met in 2011. It also found that between July and December 2010, sampled schools received on average TZS 2,087 per student which is much less than the TZS 10,000 that should have been received in that period. In the course of the monitoring exercise, some schools refused to provide information about capitation funds received.

Considering that information about capitation grant disbursements to individual schools remains largely inaccessible at Council level, this situation raises questions whether mechanisms are in place to ensure that capitation grant is fully disbursed on time, and that effective monitoring will be possible under SEDP II to ensure learning.

Going forward, this brief suggests that responsible authorities look into why this situation prevails, and address the issues urgently. Authorities need to commit to being more transparent by making information about grants disbursed from LGAs to each school public and directing schools to do the same when they receive moneys so that community, parents and other actors can know what is going on. Otherwise the promise of secondary school may not be realized, and students will continue to finish school without the basic skills and competencies to do well.

Source of data

This brief draws its data from the joint HakiElimu, Policy Forum and Twaweza initiative to monitor delivery of secondary education capitation Grants under SEDP II. The data can be obtained from HakiElimu and/ or Uwazi at Twaweza. Statistics about capitation grant disbursement to Local Governments in January 2011 were obtained from Ministry of Finance Website: <http://www.mof.go.tz/mofdocs/budget/mgao/januaryblock%20garant%20final.pdf>.

¹ URT (2010) Secondary Education Development Programme II (July 2010-June 2015). Dar es Salaam, *Ministry of Education and Vocational Training*, page 11. accessed on 21st March 2010 from <http://moe.go.tz/PDF/SEDP%20II-%20FINAL%20DRAFT%20-%202023%20JUNE%202010.pdf>

² SEDP II programme document stipulates that the Government will provide capitation grant for all Government schools at a rate of TZS 25,000 per student per year. The Government also will provide a subsidy of TZS 12,500 per students to eligible Non-Government schools, while schools with students that have special needs will receive TZS 50,000 per student per year.

³ The survey collected information from 50 schools in 14 regions of Mainland Tanzania.

⁴ The relevant text in the Project Appraisal Document (PAD) is in section 45 page 13 and footnote 16 on page 12: Section 45 reads: The objective of this component is to ensure that adequate financing is provided to public secondary schools for the purchase of teaching and learning materials (currently at TZS 25,000 per student), and that these resources are disbursed timely and monitored effectively...

Footnote 16 states. The provision of resources under this component will support the implementation of the government's SEDP II (including the government's capitation grants program). It is expected that under the government's capitation grant program, the resource allocation in January (the beginning of the school year) will be 40 percent of the annual resource allocation to schools, and three other allocations are expected by the end of April, July, and October of each year.