

2015

Co-Management Baseline Report



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1. BACKGROUND AND SCOPE:

1.1. Background:

Co-management is a relatively new concept and commonly found in natural resources' management and public administration literature, however little is documented on its use in generating education outcomes. McCay and Jentoft (1996) specifically define co-management as the sharing of power and responsibility between government and resource users, and argue that partnerships are not equal. However, this concept of 'equal' power is challenged as less useful by George et al. (2004), who suggest 'equitable' as a more useful concept since partners may have unequal power and yet contribute in different ways.

Borrini-Feyerabend et al (2004), Ross et al (2002), Carlsson and Berkes (2005) and McCay and Jentoft (1996), identifies different typologies of co-management including: an exchange system which falls short of sharing power; a joint organization where each retains its authority and relative autonomy but uses co-management as the formalized arena for cooperation; a state-nested system where the state is de-facto legal rights holder but entrust right to manage and appropriate resources, and as a community-nested system, being the opposite structure of the state-nested system.

Despite such structural descriptions of co-management, this research project takes a liberal position, which appreciates that co-management is a continuous problem-[posing] and solving process involving extensive deliberations, negotiations and joint learning that emphasizes learning-by-doing (Robinson et al, 2006) and is thus more adaptive (Armitage et al, 2007).

The educational context of Tanzania, where this project is situated is unique. The policy paper on Local Government Reforms (1998) emphasizes local autonomy and community participation, and, towards realizing this, the PMO-RALG (2005) developed the 'Opportunity and Obstacles to Development' to facilitate a bottom-up approach to planning, and augment local involvement in decisions relevant to specific communities such as health and education services. Unfortunately, in practice the system of decentralization has remained largely centralized (Tordoff, 1994), and local governments have limited autonomy and acts as agents of the central state (Ngware and Haule, 1993:5 in Ringo & Mollel (2014).

This distributed governance of education means sharing of roles at the different levels. Due to low management capacity at the local government level, and dearth of educational inputs from the central government, education regulators at the local level are overwhelmed and have to manage at the whims of the central government without recognizing the need to engage other actors to education quality and management. As Lillis (1990:422) captures:

“The effort to manage the system and its development without adequate resources and management infrastructure has given rise to a crisis both in education quality and education management”.

This action research does not seek to disaggregate management from those other inputs and processes that contribute to the attainment of quality and efficiency of educational systems. It is predicated on the assumption that a coordinated, multi-stakeholder collaborative approach to management of education challenges of a rural public-primary school, has potential to produce better teaching and learning practices, improve student performance and strengthen partner relations, accountability and social action.

1.2. Scope:

Key characteristics of Sinai primary school and the community:



Sinai primary school is situated in Miririny village of Leguruiki ward in Meru district of Arusha region. The community has slightly over 112 households [the number of households fluctuates with migration of the pastoral community and ranges between 110-120 according to the village chairman]

It is predominantly Maasai, but interspersed with Meru community. They are mostly pastoralists however there are pockets of farming going on mostly by the women and children who are left during dry seasons as the men migrate to look for pasture for their livestock. The community is hilly; relatively drier compared to the lower villages and has a persistent water problem. Water is available in the school twice a week mostly during the rainy season, and the school

water harvesting tank is too small to cater for the needs of students and teachers. This forces students during the dry season to venture some 10KM during class/school hours to Ngarenanyuki to fetch water for use in the school.

The incomes of the households are relatively low and they are burdened already by the required contributions for construction of 4 currently running community projects which include: a secondary school, Sinai primary School, a health center and Leguruki Teacher Resource center.

The student population in the school is currently two-hundred and twelve [212] composed of 105 boys and 107 girls. There are currently 5 male teachers [including the Head-Teacher] and no female teacher. All the teachers are in the permanent employ of the government with an age range between 22-55 years.

The Institutional structure of Sinai primary indicates that it has a functional school committee composed of the founder of the school, and members of Miririny village, who oversee issues of the school build environment, school performance among others and works closely with the Head-Teacher who has been in the school for the last 5 years. The Ward Education Coordinator of Leguruki oversees the school [among others in the ward] on behalf of the Meru District Education Office.

The school has 6 classrooms, one Head-Teacher's office that also acts as the store and the teacher's staffroom. There is need for two additional classrooms, to cater for class 7 and early childhood Development [ECD] room since the latter are currently studying in the open. The classrooms, just like the available teacher houses are inadequate and in need of repair.

At the time of baseline study, Sinai primary school had been receiving a rotational support from Moivaro teachers for a period not exceeding one month during the school term to



support students and bridge the teacher gap. In February 2015, the school also received a donation of 30 desks from the Meru District Council. In May 2015, the school received additional support from WaterBridge Organization [WBO] through The Foundation For Tomorrow [TFFT] in terms of: i] Learning and teaching

materials, ii] Furniture [student desks, teacher chairs, book shelves, cupboards] and, iii] Sports equipment [balls, jerseys, nets, skipping rope etc]. This additional support from WBO/TFFT satisfied the needs for furniture and to a great extent supported the need for teaching and learning materials.

2. RESEARCH AIM AND KEY STUDY QUESTIONS:

2.1. Research Purpose

The study aims to “demonstrate whether co-management of a rural public-primary school co-produces positive outcomes on [teacher] teaching and learning practices, student performance, stakeholder accountability and sustainable community social action”

2.2. Key Research questions:

The co-management study pursues the following research questions:

- i. How and in what ways does co-management influence teacher motivation and practices to teaching and learning?
- ii. How do stakeholders in a co-management framework respond to equitable inclusion, and do these responses, if at all, engender partner accountability and sustainable social action on school improvement, student attendance and retention in school?
- iii. How does co-management contribute to improvement in student performance?
- iv. What are the key lessons that are learned by the multiple-partners in a co-management framework through action research, and with what implications to future co-management initiatives of public primary schools in Tanzania?

3. METHODOLOGY:

The research is founded as action-research, based on its principles of “improvement and empowerment” as espoused in Kemmis and McTaggart (1988:5).

“[...] a form of collective self-reflective enquiry undertaken by participants in social situations in order to improve the rationality and justice of their own social or educational practices, as well as their understanding of these practices and the situations in which these practices are carried out.....The approach is only action research when it is collaborative, though it is important to realize that action research of the group is achieved through the critically examined action of individual group members”.

The design of the research is based on shared accountability and management by a group of selected partners who have specific roles to play in management of the public school, within a distributed governance system of education at the local government level. Their individual experiences, knowledge, views and feelings in the conduct of their duties, their coming together with a purpose to work towards a shared goal of “a center of excellence that is nationally recognized as a best performing public school”.

The research employs a multiplicity of methods and modes that recognize the cumulative nature of mutual agreement and commitment towards achieving the collective vision. The methodological process is categorized thus:

i. Treatment and comparison:

Sinai Primary School was chosen as the treatment school based on interest shown by WBO to provide a certain level of support. Lendoiya Primary School was chosen as the best control school based on the similarity of characteristics that it exhibited with Sinai [see basis demographics of the school below]

ii. [Treatment] visioning and mind mapping

The co-Management concept was introduced to Sinai Primary School management with the recognition that one-off support to the school will not contribute to sustainable school performance. In the first meeting held, that coincided with the delivery of the WBO/TFFT donations; the following were discussed with the stakeholders¹ of the school and accomplished:

¹ The stakeholders in this meeting included an array of community leaders, the Head-Teacher, Teachers of Sinai primary School, the Village Chairperson, The Ward Education Coordinator [Leguruki], the District Primary Schools Inspector

- “Vision we want to see of the school”: The meeting agreed that the vision is “a community center of excellence that is nationally recognized as a best performing public school”
- “Current bottlenecks to the vision and efforts being made”: The current bottlenecks identified included: lack of adequate teachers who can be retained; poor and inadequate teacher houses; inadequate learning and teaching materials and capitation grants to support these; low household incomes with over-taxation for many projects in the village; water problem in the school and community; Pastoralism nature of the community with a small population that migrates when ‘threatened’; low student population and un-sustained good student performance
- “What co-management contributes to the vision”: It was mutually agreed that co-management has potential to: i] advocate the district council for more teachers and timely disbursement of capitation grants, ii] coordinate training for teachers and the school committee, iii] strengthen community engagement and oversight, iv] coordinate with partners to support teacher housing and lighting projects.

iii. Co-Management task-force

The meeting agreed to form a co-management task-force to be charged with coordinating together the achievement of this vision. The members of this team were proposed based on their role in contributing to the said vision. As a result, the team was formed to comprise: The District Education Officer; The District Primary School Inspector; The Village Chairperson; The Chair of Sinai School Committee; The Head-Teacher of Sinai and The Country Director of TFFT.

The draft roles and responsibilities of each of the members in the task-force were presented and discussed. It was finally approved with some changes to accountabilities, however the task-force was agreed to be facilitated by TFFT Country Director.

iv. The Baseline study [treatment and comparison]

The baseline study was premised on the fact that members of the task-force collect data themselves based on tools developed by the taskforce facilitator. In this respect, multiple tools were mapped based on the study questions. These included: i] School performance and rankings data; ii] Narrative tools of local and community leaders perspectives of the school; iii] Teacher Motivation guide [Structured] and iv] Observation of Pupils and

Teachers in the Classroom [OPTIC]² to capture teacher and learner practices and literacy levels. These were developed, communicated to task-force and delivered to respondents. The respondents included: Teachers, Head-Teacher, Village Chairperson, and Chair of the School Committee. Additional data was collected by the Ward Education Coordinator-Leguruki, especially those held by the Government at the district level.

v. Baseline analyses and validation by task-force

The baseline data for school performance and teacher motivation were entered in SPSS and



analysed, while the narratives were analysed manually. These data were compared for Sinai primary and Lendoiya primary to assess how homogenous the two schools are to enable future comparisons. The findings were presented back to the task-force by the Facilitator with the objective to: i] To discuss findings and provide answers from their experiences to clarify context, ii] To prioritize the needs and

actions of the task-force in lieu of the findings. This was accomplished on 29th May 2015 (minutes are available on this).

The key issues prioritized were allocated to the task-force members, based on their roles, responsibilities and accountabilities to the vision of Sinai Primary School. They were planned with a time framework and monitoring will be done through phone-calls and fortnight meetings coordinated by the Facilitator of the task-force and the WEC-Leguruki who provides direct oversight at the school on behalf of the taskforce.

² This tool has however not been administered and is expected to be administered in treatment and comparison schools in July 2015. In this case, the results of Lendoiya will be taken as the baseline situation for Sinai primary school and the difference as a contributory effect of co-management.

4. KEY FINDINGS:

The key findings for this action research study are broadly categorized into five key areas: i] Key school demographics and characteristics; ii] Teacher motivation and practices; iii] Students performance; iv] Students attendance and retention; and v] Community and stakeholder engagement. This categorization is intentional as these components reflect the key research questions that the study seeks to determine.

The report provides an overview of the findings within these categories and compares the baseline situation between treatment school, Sinai and comparison school, Lendoiya where data has been availed.

4.1. Key school demographics and characteristics:

The table below indicates the basic demographics of the student and teacher population in Sinai [Treatment] and Lendoiya [Comparison] Primary Schools:

4.1.1 Student and teacher population:

School Name	Student population			Teacher numbers			With School Committee	
	Boys	Girls	Total	Male	Female	Total	Yes	No
Sinai	105	107	212	5	0	5	X	-
Lendoiya	99	110	209	3	4	7	X	-

The student population in Sinai primary school, at the time of baseline data collection in May 2015 was 212. This compares favorably with Lendoiya Primary School [Comparison] at 209. In both cases, there are more girls than boys even though the difference is not marked.

The teacher population is also slightly different. In Sinai, there are five [5] teachers and all are male, whereas in Lendoiya, there are seven [7] where 3 are male and 4 are female. Both the two schools have a functional School Management Committee.

4.1.2 Class size and Teacher-Student ratio

Class size	ECD	C1	C2	C3	C4	C5	C6	C7	T/S Ratio
Sinai	21	40	33	23	25	28	24	18	1:43
Lendoiya	-	31	29	34	12	28	40	35	1:30

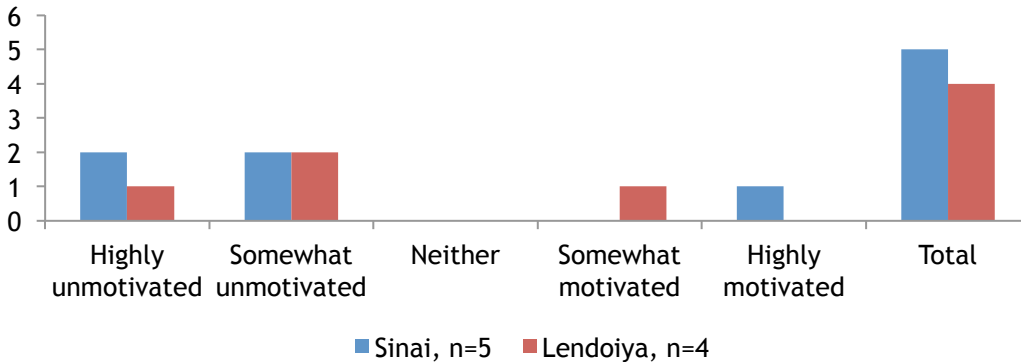
The table above indicates that the teacher-student ratio meets the standards expected in primary schools of 1:45. However, it should be noted that each class cannot have one teacher who can teach all subjects and thus, when there are less than 7 teachers (eight if you add ECD class), some classes go without lessons. This is the situation in Sinai Primary School Teacher motivation and practices:

Teacher motivation was categorized into the following core components: i]Current level and source of motivation, ii] What teachers value and effect on behavior, iii]Current feelings on remuneration, workload and recognition, iv] key non-monetary benefits valued and the most challenging hardship, v] Recognition preferred and job satisfaction level.

4.1.1. Level and source of Teacher motivation:

In Sinai, 80% [4] of teachers are demotivated and only one [20%] who is also the head-teacher is highly motivated. This compares favorably with Lendoiya where 75% [3] are demotivated and only one [25%] who is also the head-teacher [acting] is somewhat motivated. This surfaced that Head-teachers had to show a “public view” since they are the ones in charge.

Fig 3: Levels of Teacher motivation.



There were commonalities in the major source of demotivation to teachers in the two schools. In Sinai as in Lendoiya; **teacher workload, conditions and challenges** is the key source of demotivation at 60% and 75% respectively, however teacher remuneration and incentives and teacher support and accountability account for 20% each in Sinai, whereas management at the school being poor in Lendoiya contributes the remaining 25% of demotivation.

Sources of teacher demotivation

Source of demotivation	Teacher remuneration and incentives	Teacher workload, conditions and challenges	Management at the school	Teacher support and accountability	Total (n)
Sinai	1	3	0	1	5
Lendoiya	0	3	1	0	4

4.1.2. What teachers' value and effect on Teacher behaviors:

There is a commonality between the two schools in respect of statements teacher value. In Sinai, teachers value *working with children* at 40% and 50% in Lendoiya, and *student achievement* which stands at 40% in Sinai and 25% in Lendoiya. However prospects of career development are valued by 20% in Sinai and supportive peer environment at 25% in Lendoiya. This indicates that teachers will prioritize working with students more to improve student achievement, a statement of their passion even at the detriment of own support and professional development needs.

It was noted in Sinai that demotivation manifests in *lack of preparation* and *little time put on task* and to some extent *abusive behavior on students* while in Lendoiya [where 3 out of the 4 teachers did not answer the question] the manifestation is on *poor attitudes to students*.

Statements valued by Teachers:

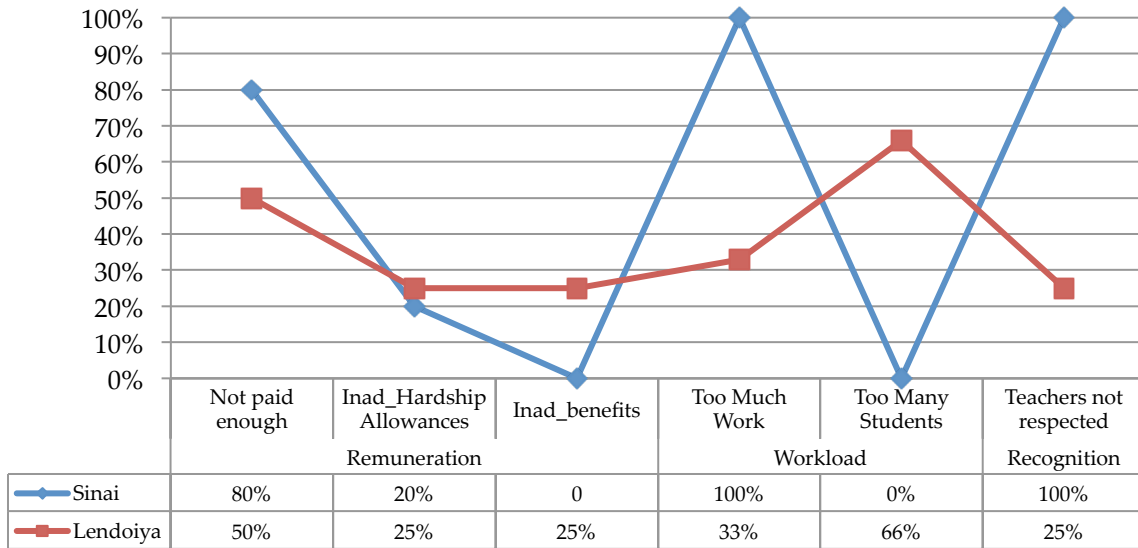
Statements valued	Working with children	Student achievement	Supportive peer environment	Prospect of career advancement	Total [n]
Sinai	2	2	0	1	5
Lendoiya	2	1	1	0	4

4.1.3. Current feelings on remuneration, workload and recognition:

Teachers are not well remunerated. They are *not paid enough* as indicated by 80% in Sinai and 50% in Lendoiya, they receive **inadequate hardship allowances** at 20% [Sinai] and 25% [Lendoiya] and have **inadequate benefits** [25% in Lendoiya].

The workload, especially *too much work* is critical in Sinai where 100% acknowledge this compared to 33% in Lendoiya. In contrast, in Lendoiya the dominant feeling in regard to workload *is too many students* at 66%. Teachers acknowledge in both schools that they **are not respected**. 100% in Sinai and 25% [3 teachers out of 4 in Lendoiya did not answer this question] in Lendoiya.

Fig 4: Teachers feelings on remuneration, workload and prestige

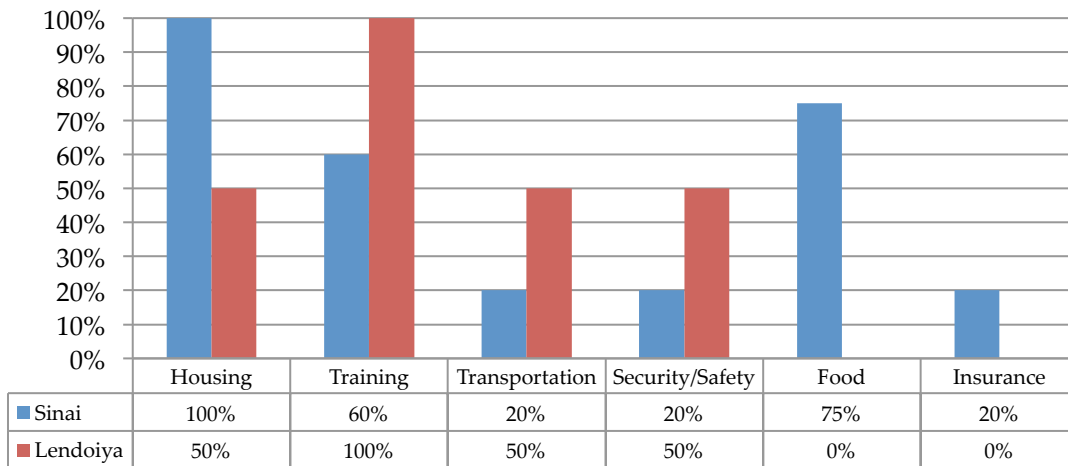


4.1.4. Non-monetary benefits and most challenging hardship:

The three priority non-monetary benefits that teachers in the two schools value are: i) **Housing** [100% in Sinai and 50% in Lendoiya]; **Training** [60% in Sinai and 100% in Lendoiya] and **Transportation and security/safety** which share 20% each in Sinai and 50% each in Lendoiya. However Food is a benefit envisaged by Sinai Teachers at 75%.

The key (most challenging) hardships they indicate are **Lack of lighting and charging** [60% in Sinai and 33% in Lendoiya], **Poor Housing** [20% in Sinai and 66% in lendoiya] and **no teachers or multiple classes per teacher** at 20% in Sinai.

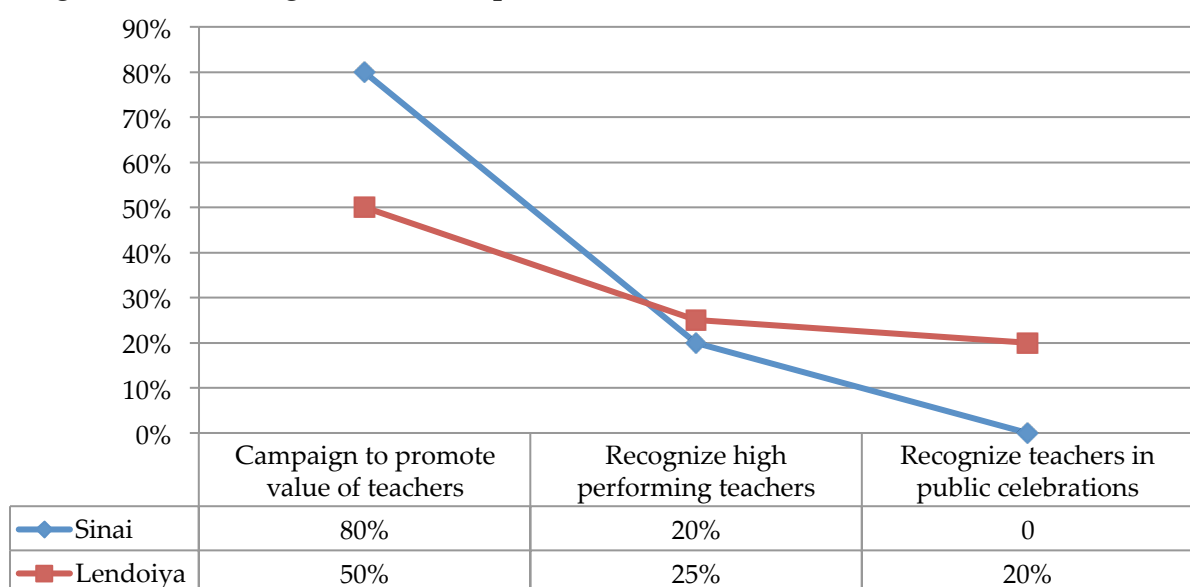
Fig 4: Non-monetary benefits most valued



4.1.5. Recognition and job satisfaction

The recognition teachers prefer is **campaign to promote value of teachers** [80% in Sinai and 50% in Lendoiya], however **recognizing high performing teachers** [20% in Sinai and 25% in Lendoiya] is also mentioned. The approach of recognition through public celebrations is not bought in Sinai but carries currency with 25% in Lendoiya. Despite all these, the current **job satisfaction level in Sinai is average** at 60% in Sinai and 75% in Lendoiya [Note that excellent were excluded as they were the head-teachers who had to show a public view]. Demotivation of teachers ultimately weighs down on their job-satisfaction levels.

Fig 5: Mode of recognition teacher prefer.



4.1.6. Teaching practices in the classroom:

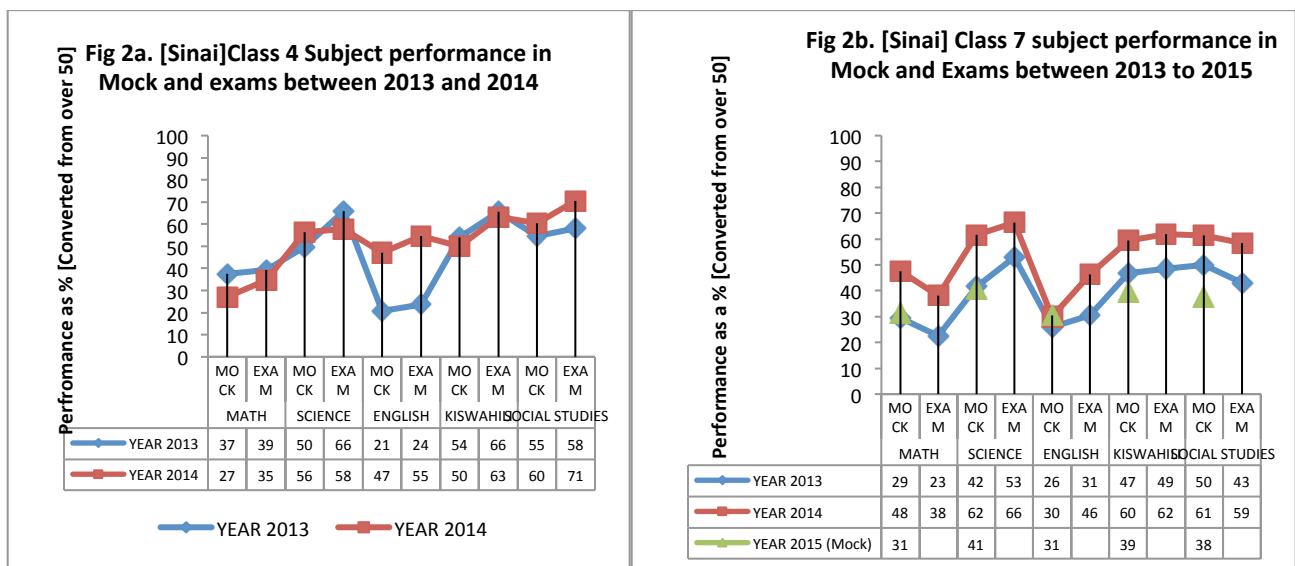
[Pending] OPTIC tool will be used in July 2015, to map out teacher practices in English and mathematics through an observation tool to be administered. The results will be used to populate this section. It will be done both in Lendoiya and Sinai, where results from Lendoiya will be taken as baseline for Sinai.

4.2. Student performance

Student performance analysis considered subject, class average, district-wide performance rankings and literacy levels. These were specific only to class 4 and class 7 as national exam classes. It is envisaged that future assessments will be based on these two classes as there is standard performance criteria through mock and national exams on one hand, and literacy tests will be done for class 4 and 7 in July 2015.

4.2.1. Class 4 and 7 subject performance:

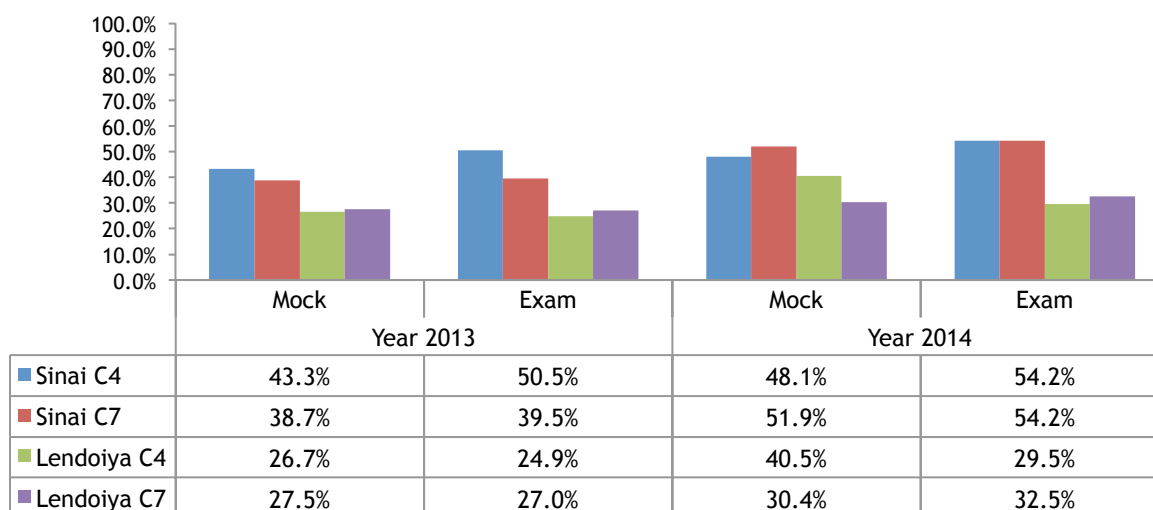
The Subject analyses for both schools show some similarities between Sinai and Lendoiya in terms of subjects where there is poor performance. These subjects include Math and English (see Fig 2a&b). However in Lendoiya, performance in Social Studies was the worst of all the subjects. Discussions with the Head-Teacher at the baseline presentation indicated that poor performance in Math and English is a national phenomenon that is exacerbated by an attitude among students that Math is difficult and English is foreign to the culture, however in depth discussions showed that teachers also use theoretical and non-practical nor creative methods in teaching mathematics and English.



4.2.2. Class average performance:

It is indicative from Fig 3 below that Sinai performs better than Lendoiya when the class averages are considered. This is also explained by performance rank in mock and exams in 2013 and 2014 (see Table 4). It should be noted that although performance of Sinai is better than Lendoiya, the number of teachers between, 2013-2015 are also different [consideration is made that the schools have almost same number of students and level of challenge]. Lendoiya have gender equal teachers and had 7 teachers by May, 2015, whereas at the time of baseline, Sinai had 4 teachers and records indicated that there has never been a female teacher since 2013.

Fig 3: Comparing class average performance, 2013 & 2014



4.3.4. District-Wide School Rankings in 2014

The district-wide rankings based on class averages/mean indicate that in both mock and national exams for 2014, Sinai [Treatment school] is ranked higher than Lendoiya [Comparison school].

District ranking [n=128]:	Sinai 2014	Lendoiya 2014
C4 Mock	16	35
C4 Exam	20	48
C7 Mock	15	58
C7 Exam	19	38

4.3.5. Literacy levels [Based on literacy tests to be done in July 2015]

Literacy assessments will be conducted for a random sample of class 4 and class 7 students in the two schools based two subjects thus, English and mathematics. This will follow an OPTIC assessment to link with teacher practices and teaching methods.

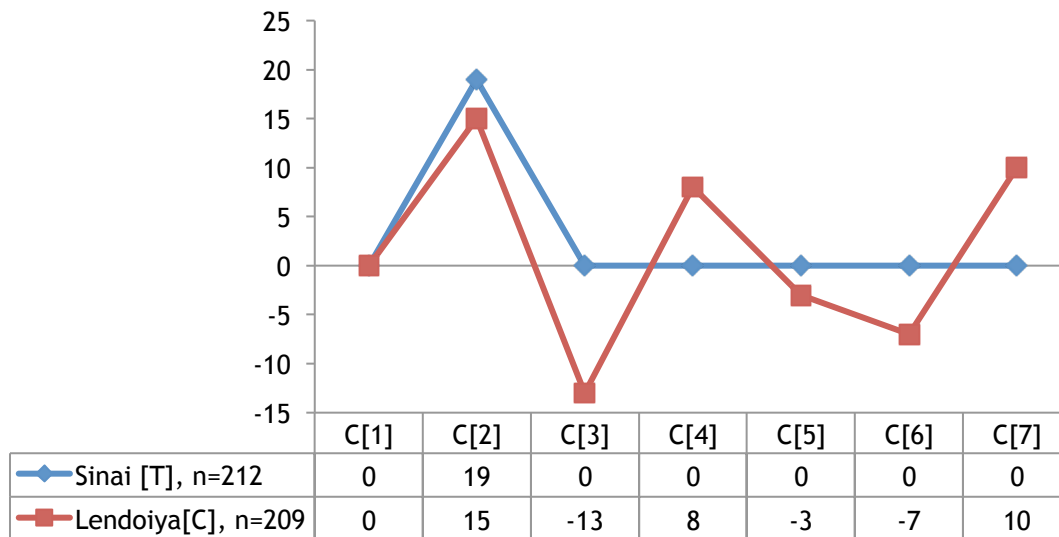
4.4. Student attendance and retention:

It should be noted that student attendance maps out annual attendance per class as well as transition numbers to the following class to identify where red-flags exist. It is a function of school dynamics, especially as has been indicated in this case: availability of ECD classes, entry examinations and teacher attitudes on students; as well as myriad community dynamics, in which case community social action plays a significant role.

4.4.1. Comparison of class drop-out rates:

The drop-out rate is calculated by subtracting the number in the next class in 2015 from the previous class in 2014. In both cases, it is clear that most students drop-out in class two [19 in Sinai and 15 in Lendoiya]. Although in Sinai, the drop-out is because of lack of ECD meaning that students who cannot transit are kept in class one or move to other schools then stabilizes up to class 7, in Lendoiya Primary School more students come in just a year before the national exams class 4 and 7 but drop again in the exam year [WHY IS THIS?].

Fig 1: Drop-out in 2015 compared



As percentage of the class-size of 2015, critical drop out was seen in class 2 for both [83% (19) in Sinai and 66% (15) in Lendoiya. Inasmuch as it stabilizes in Sinai, there are also significant drop out in class 4 and class 7 in Lendoiya of 67% (8) and 29% (10) but then followed by an increase of students at class 3, 5 and 6. In discussions with the WEC-Leguruki, it was confirmed that the preference for students going to Lendoiya in class 3 and 6 was a result of two issues: **i]** The community has always had preference for Lendoiya since before there was very capable management in the former Head-Teacher which gave it visibility; **ii]** Lendoiya also conducts an entry exam for class 4 and 7 in the previous year, with the intention to select those who will proceed to class 4 and class 7. The village knows this and therefore will send their children to do the entry exams and if successful find a place in Lendoiya. Nevertheless, those who fail are either held in class 3 or 6 increasing the numbers or transfers elsewhere this showing the decline in class 4 and 7.

4.4.2. Community factors:

Discussion with community representatives in the co-management task-force, indicate that the problem of school drop-out is not a major issue. However, they understand that

previously, households migrated to Tanga during drought and some also followed the former Village Chairperson who migrated together with relatives to Lushoto and Tanga. The greatest effect was felt at this time. Other reasons which cause school drop outs were indicated to revolve around the migratory nature of the community which is sometimes triggered by over-taxation in the community. The community, through the local leadership is managing cultural causes to school drop-out and so far this has not been a significant impediment.

4.5. Community and stakeholder engagement

This aspect intends to monitor how the community and other stakeholders who are represented in the Sinai co-management taskforce engender accountability towards the attainment of the school vision, in respect of their roles, responsibilities and obligations. It also attempts to map how community responds to teacher motivation, security and safety, social actions developed to minimize school drop-out, increase school retention and improve the infrastructure and build environment of the school.

At the time of the baseline, there is genuine commitment for community and stakeholders engagement observed by their attendance and participation of in task-force meetings, the community's actions in preparing materials needed for construction of classrooms and teacher houses and open discussions in coming up with the vision of the school and deliberating on the underlying bottlenecks to achievement of the vision.

5. CONCLUSIONS:

I. Teacher motivation and practices:

- Teachers are currently demotivated [80%] as a result of high teacher workload, poor teaching conditions and teacher challenges especially lack of lighting and poor housing. These manifests into lack of preparation, little time teachers put on task and often abusive attitudes and behavior on students.
- Teachers' value working with children and student achievement and this passion to improve student performance is at the risk of their professional development. On their part, due to their challenges, they value housing and training as the most important non-monetary benefits.
- Teachers feel that they are not respected [100%] but prefer to be recognized through "campaign to promote value of teachers [80%]" and "recognizing high performing teachers [20%]"
- The poor teacher motivation levels and the reasons thereof weigh down on their job satisfaction which currently stands at average [60%].

II. Student performance:

- There is a generally poor performance in Mathematics and English in Sinai, a general phenomenon with Tanzanian education system. This phenomenon is perceived by teachers to be an attitude problem among students; however the critical challenge is poor teaching methods employed in teaching Mathematics and English.
- Performance in Mock exams was found to be generally lower than national exams. This is because at the time of Mock exams, most schools have not completed the syllabus and students then feel that mock exams are more difficult.

III. Student attendance and retention

- Most students in Sinai [as well as Lendoiya] drop-out or disappear at entry into class two. Due to lack of ECD classes [Sinai introduced ECD in 2015] children get from home straight to class one [1] and since they cannot read or write and most are older, they are forced to go back to ECD, repeat class one or move to other schools. This affects the number of students transiting into class two [2] and also encourages drop out or movement to other schools.
- In stark contrast to Sinai, Lendoiya registers student drop-out in addition to class two entry, during the national exam year of class 4 and class 7. This follows an increase into class 3 and 6 for entry exams to the national examination class and

either exit at class 4 and 7 for those who fail or increase in class 3 and 6 as a result of being held back.

IV. Lessons of co-management

- There is a palpable readiness of the community through the local leadership to participate in the co-management process towards achieving the vision developed for Sinai
- The development of the school vision has raised expectations of the community and increased their interest to participate and support it being obtained
- Improved performance in Sinai, as evidenced by the results of 2014 class 7 national exams, increases the number of new students seeking to join the school as well as a trigger to teacher motivation and commitment.
- Availability of teaching and learning materials, and indeed furniture is a key motivation to student learning, teachers' passion [working over weekends] and community commitment.
- The formation of the co-management task-force with requisite roles and responsibilities strengthens joint accountability especially of the government officials who want to be seen to deliver on their roles.

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