

# COUNTRY REPORT

Konrad-Adenauer-Stiftung e.V.

## TANZANIA

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## False promises in the Tanzanian education sector

**In January 2016, school fees for secondary schools in Tanzania were remitted after the previous waiver of school fees at primary schools in 2011. This is an essential step towards the enabling of free education within the biggest country of east Africa. Nevertheless, 1.5 Million adolescents in Tanzania are still not going to school. The reasons for missing school attendance are diverse and some of them can be traced back to actual decisions of president Magufuli.**

After the waiving of school fees at primary schools by PEDP (Primary Education Development Plan) in the year 2011 by the Tanzanian Government, the resolution for the implementation of SEDP (Secondary Education Development Plan) to remit school fees at secondary schools was made in October 2015 after the elections. This decision was the realization of the electoral promises of the new elected president Magufuli. This resolution leads to free education for children in Tanzania for 10 years. They are able to go to primary school for 6 years and to secondary school for 4 years without paying scarcely anything. With this resolution, the country gets closer to the achievement of the fourth Sustainable Development Goal to ensure inclusive and quality education for all and promote lifelong learning which was implemented by the United Nations<sup>1</sup>. Nevertheless, Human Rights Watch records, that despite these resolutions 1.5 Million Adolescents still are actually not going to school<sup>2</sup>. It seems that the appearance about "free education for all" is deceiving.

### Increasing numbers within the education sector

#### Impressum

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The Legal and Human Rights Centre (LHRC) – one of the most renowned civil society organizations in the country – confirmed an increase of children going to school in its Human Rights Report 2016. This raise is perceived in primary and secondary schools. According to LHRC, there was an increase about 5,1% in 2016<sup>3</sup>. Besides the waiving of school fees, elevated pressure on parents led to an increased number of children who attend school. During 2015, overall 1.028.021 first-year pupils were sent to school, and in 2016 already 1.896.584. However, the government wasn't completely prepared for this increase. Therefore in January 2016, 127.745 classrooms were missing in primary schools and 10.204 rooms in secondary schools. But the need differs between the various regions in Tanzania. For example in Dodoma, a particularly large amount of classrooms (1.860) within 80 schools is needed<sup>4</sup>. On the national average there is one teacher every 45 pupils. But this varies widely from different areas in the country. In the Serengeti district there is one

<sup>1</sup> Right to Education Project (2016): Tanzania Implements Free Education Policy for Secondary Education. Online: <http://www.right-to-education.org/news/tanzania-implements-free-education-policy-secondary-education> Accessed 4 July 2017

<sup>2</sup> HRW (2017): 1,5 Million Adolescents not in School. Online: <https://www.hrw.org/news/2017/02/14/tanzania-15-million-adolescents-not-school> Accessed 4 July 2017

<sup>3</sup> LHRC (2016): Tanzania Human Rights Report, p. 80

<sup>4</sup> Mission eine Welt (2017a): Tansania Information, p. 6

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teacher every 130 pupils. On the side of the government, strong efforts are noticed. President Magufuli plans to invest more in the education sector. According to official information overall 22% of the whole state budget, which means TZS 4.77 Billion, should be invested into education during the period from 2016/17. However this depends on if the optimistic expectations in the ingestion sector can be confirmed and how much of the money finally will be left over for reforms in the education sector<sup>5</sup>.

### **Not all education is alike**

Most schools weren't prepared for the tremendous increase of pupils in 2016. Due to that, the facilities and resources of schools didn't grow to the same extent as the amount of pupils. The remitted school fees led to missing financial resources for renovation work in schools. Parents are not willing to pay even small sums for the education of their children. Within schools, the increasing amount of pupils affects the quality of education. Missing room capacities because of missing tables and classrooms hinder the learning success. Some schools face problems with unsatisfactory equipment of teaching rooms for example by missing or incorrect schoolbooks<sup>6</sup>. In 2016 the Ministry of Education destroyed 2.8 Million schoolbooks from the first and second level of primary school because they contained too many mistakes. But at the same time they couldn't provide adequate replacements.

Due to the increasing amount of pupils the need of teachers increases as well which can only be satisfied in few cases. The UNESCO expects a demand about 406.000 new teachers in Tanzania for the year 2030<sup>7</sup>. Many times available teachers are committed to teach subjects, in which they are not qualified. This leads to a decreasing quality of this very subject. A worrying point is a closer look at the qualification of teachers. Only every fifth teacher knows his/her subject<sup>8</sup>. Shortage of teachers at schools also affect a high amount of pupils every teacher. Because of missing capacities, different learning developments of pupils can't be faced. On difficulties in understanding as well as learning difficulties can't be reacted either. That's why many pupils fall by the wayside because they are not able to follow the subject matter. Examinations in the second and third primary school class in 2016 showed, that 18% of all children weren't able to read a single word, 16% of them couldn't read fluently and 26% of them weren't able to grasp meaning from reading. Because of these results, experts demand the implementation of an examination after the fourth primary school class, to face the problem of analphabetic pupils without any learning success<sup>9</sup>.

The Tanzanian non-governmental organization HakiElimu, committed to education in Tanzania, registers significant deficits in the education sector despite big efforts made by the government. They confirm an insufficient learning success at all school levels as well as a high amount of unqualified teachers, which are often absent. Another challenge is the current change of curricula because the teachers are not prepared and so they can't implement it. All these problems finally lead to graduates with few useful abilities despite existing education. Due to that, their career opportunities in spite of their graduation are very low<sup>10</sup>. The increasing amount of children going to school led to a loss of quality for education in Tanzania. The Legal and Human Rights Center (LHRC) spoke about an endangering of the right of education for children<sup>11</sup>.

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<sup>5</sup> Mission eine Welt (2017b): Tansania Information, p. 6

<sup>6</sup> LHRC (2016): Tanzania Human Rights Report, p. 80

<sup>7</sup> Mission eine Welt (2017a): Tansania Information, p. 11

<sup>8</sup> Mission eine Welt (2017b): Tansania Information, p. 7

<sup>9</sup> Mission eine Welt (2017a): Tansania Information, p. 7

<sup>10</sup> Mission eine Welt (2017a): Tansania Information, p. 12

<sup>11</sup> LHRC (2016): Tanzania Human Rights Report, p. 80

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While it seems at first glance, that the abolition of school fees would enable a school attendance for all children, obstacles arise on closer inspection, which still hinder children attending school. This depends on different factors. Due to the new "Primary and Secondary Education Development Plan" school fees were remitted but there exist still more compulsory costs to enable school attendance. Families are forced to pay for transportation cost, school uniforms as well as for books and pencils. In some cases, this financial effort isn't possible to make by families. Children who live under poor circumstances aren't able to attend school despite remitted school fees. Partially, missing school attendance can be attributed to a missing understanding by parents. In rural areas children have to look after the cows during teaching time<sup>12</sup>.

For disabled children, school attendance at a primary and secondary school is confronted with huge difficulties. Children have to cross everyday barriers on their way to school as well as within school. Furthermore they have to face discrimination because of missing information by their classmates. Only a few of them attend secondary school, because most of these schools in Tanzania don't provide access for physically and mentally disabled children. Apart from this, aimed teaching material, special facilities and specially trained teachers are missing.

While almost 90% of Tanzanian children attend primary school, the amount of children attending secondary school is becoming much less. Solely 30% of all Tanzanian children are going to secondary school<sup>13</sup>. There are several reasons for this. For one thing, the government is able to control how many pupils attend secondary school. It happens because of an examination within the last year of primary school, called "Primary School Leaving Exam" (PSLE). The passed test allows the attendance at secondary schools. There is only one chance to take this examination. If someone doesn't pass the exam, he/she is forced to leave primary school without any graduation even before finishing the last year. Since 2012 1.6 Million pupils were denied to attend a secondary school because of their examination results<sup>14</sup>.

There are significantly fewer secondary schools than primary schools in the country. So not every pupil lives close to a secondary school. In rural areas, children have to sleep in hostels or school overnight accommodations during teaching time. But not every overnight accommodation is organized and supervised by schools so that many children are on their own. In many cases they are forced to care about their own. This is linked to financial charges, because the family has to bear these costs. This is a very dangerous and vulnerable situation especially for pupils who live under poor circumstances. Because of their financial needs they are faced with exploitation as well as manipulation<sup>15</sup>.

**Especially girls endangered**

In 2016 approximate 75.000 pupils passed the final exam (A-Level) at secondary schools and acquired their access authorization for universities. Overall, 63% of all graduates were

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<sup>12</sup> HRW (2016): "I had a Dream to Finish School". Barriers to Secondary Education in Tanzania. Online: <https://www.hrw.org/report/2017/02/14/i-had-dream-finish-school/barriers-secondary-education-tanzania> Accessed 4 July 2017

<sup>13</sup> UNICEF (2011): Education equity and quality. Online:

[https://www.unicef.org/tanzania/6911\\_10874.html](https://www.unicef.org/tanzania/6911_10874.html) Accessed 10 July 2017

<sup>14</sup> HRW (2016): "I had a Dream to Finish School". Barriers to Secondary Education in Tanzania

<sup>15</sup> LHRC (2016): Tanzania Human Rights Report, p. 79

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male and only 37% were female<sup>16</sup>. The difference between genders is significant. Further studies show, that 20% of all girls between 20 and 24 years and merely 10% of all boys with the same age are not educated. In the same age group, 20% of all girls have attained the secondary education level. By comparison 32% of boys finished secondary school<sup>17</sup>. These results confirm that girls are still disadvantaged in the education sector. Several reasons can be found for that.

Human Rights Watch (HRW) confirmed with a study, that less than 1/3 of all girls who attend secondary school will complete their education. This remarkable number can be attributed to several factors. Especially in schools, girls are exposed to sexual harassment in different ways by salaried teachers. But also on their way to school, girls come into contact with sexual abuse. This is caused by bus drivers or other adults who lure with gifts, money or rides and expect sexual services in return. Because of financial hardship, many children accept the men's offer. In some schools, these incidents will not be transferred to the police. This is due to missing mechanisms in schools, to specially target sexual abuse and rape<sup>18</sup>.

During their monthly period, girls experience problems in attending lessons at school. Studies show, that 1 out of 10 schoolgirl doesn't attend school during their menstruation. At worst, schoolgirls are not able to follow the teaching at school anymore because of missing lessons and have to leave school because of that. If girls are missing a certain amount of teaching hours, they reach the limit of missing hours very fast. Several reasons for the absence of schoolgirls during their period can be found. Firstly, low hygiene standards on school toilet and bathrooms can lead to a difficult handling with their period. Insufficient water supply complicates the daily dealing with their menstruation<sup>19</sup>. Because of that, girls can't wash themselves or even their hands<sup>20</sup>. Often schools don't have enough toilets for pupils and teachers which leads to long waiting times. It is difficult for girls to deal adequately with their period and to approach this issue because of social taboos and its resultant low self-confidence by them. Often men and male teachers have no understanding for this issue. A poor or missing access to pain killers can lead to girls preferring to stay at home because of much pain. But the biggest problems are high prices of hygiene products which many girls can't afford. In many cases, they try to use old towel or at worst unhygienic substances. Because of these problems, many girls decide staying at home during their monthly period because it seems easier in this context<sup>21</sup>.

Human Rights Watch confirms that yearly 8.000 schoolgirls between 7 and 17 years leave their primary or secondary school early without their graduation certificate because of pregnancy<sup>22</sup>. To discover pregnancy as early as possible, mandatory pregnancy tests are conducted at schools every 3 months. If the pregnancy test is positive, girls have to leave school immediately. Many girls are scared about the unannounced and in addition unpleasant pregnancy test because nurses try to find out about their pregnancy with manual scans

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<sup>16</sup> Mission eine Welt (2017a): Tansania Information, p. 8

<sup>17</sup> Mission eine Welt (2017b): Tansania Information, p. 11

<sup>18</sup> HRW (2016): „I had a Dream to finish school“. Barriers to Secondary Education in Tanzania

<sup>19</sup> WEDC (2014): Menstruation hygiene management for schoolgirls. Online:

<http://wecd.lboro.ac.uk/resources/booklets/G018-MHM-online.pdf> Accessed 12 July 2017

<sup>20</sup> Jambo Bukoba (2017): WASH – unsere neuen Schulprojekte. Online:

<https://www.jambobukoba.com/wash-unsere-neuen-schulprojekte/> Accessed 13 July 2017

<sup>21</sup> Isingo, A. (2016): Free sanitary towels could help keep Tanzanian girls in school. Online:

<http://theconversation.com/free-sanitary-towels-could-help-keep-tanzanian-girls-in-school-60126> Accessed 12 July 2017

<sup>22</sup> BBC News (2017): John Magufuli's pregnant schoolgirl ban angers Tanzanian women.

Online: <http://www.bbc.com/news/world-africa-40379113> Accessed 12 July 2017

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on their stomach<sup>23</sup>. In most cases pregnancies are unintentional and can be attributed to sexual violence. Thereby, girls come to men who promise them to pay their school fees and demand sexual services in return. In many cases schoolgirls never receive the promised money amounts. Missing knowledge about prevention leads beside unplanned pregnancy to transmissions of sexually transmitted diseases and HIV. After schoolgirls are forced to leave school, it is not allowed to come back after giving birth to their child because of a law on the Tanzanian mainland. Efforts to change this law were refused by president Magufuli in June 2017<sup>24</sup>. On Sansibar, however, since 2010 girls are allowed to come back to school after giving birth. Beside pregnancies, child marriage leads to leaving schools early. The current Tanzania's Marriage act of 1971 allows marriage for girls from the age of 15 up and for boys from the age of 18. Rarely and under legal conditions the age limit for child marriage can be reduced to 14 years for girls and boys. Unicef confirms, that two out of five girls are getting married before their 18<sup>th</sup> birthday. Reasons can be traced to poor conditions of the families, who rely on dowry. This can be paid in terms of money and other valuable objects such as livestock. Parents with financial difficulties and the problem to support their families prefer to give her daughter in safe hands. Because after marriage the husband is responsible to care about his wife. Traditional beliefs can lead to early marriage as well. They follow outdated family images where women care about housekeeping and their children. Education for women is considered as unnecessary if they stay at home and take care about their children and the housekeeping. In many cases, the family decides over the head of their daughter if she is getting married. For fear of their daughter getting pregnant while she attends school which forces her into familiar financial dependency, parents prefer to marry their daughter to a man to be financially independent from her own family. The family decides about her husband, who in 50% of all cases is 5-14 years older than his wife. In many cases the age difference is even bigger. Due to unplanned pregnancies, girls are often forced to marry the father of the child. Girls are forced to leave school because of the marriage and they therefore lose the opportunity to learn a profession, get a job and be financially independent. The dependency on their husband can lead to a hopeless situation within their marriage. This happens especially in arranged marriages. Many girls reported about psychological as well as physical abuses within their marriage. Because of their missing graduation and the related dependency, it's difficult for them, to get out of this situation. A study confirms that 58% of married girls had a career wish before they got married<sup>25</sup>.

The Education Act, CAP 352<sup>26</sup> should have tackled the problem of early school drop out because of pregnancy and child marriage. In 2016 the extended law focused on men who impregnated or married a girl or boy while she or he was attending primary or secondary school. They are threatened to 30 years in jail by obeying the law. Furthermore, assistants who enable the marriage have to face 5 years in jail or pay financial penalty<sup>27</sup>. The passage of that bill is a big step forward towards the right to education in Tanzania. However, the described Law of Marriage Act of 1971 with the minimum age of 15 and 18 years enables to exploit niches in this law and bypass the penalty. The LHRC demands the increase of the

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<sup>23</sup> Center for Reproductive Rights (2013): Forced out. Online: [http://tbinternet.ohchr.org/Treaties/CEDAW/Shared%20Documents/TZA/INT\\_CEDAW NGO TZA\\_20781\\_E.pdf](http://tbinternet.ohchr.org/Treaties/CEDAW/Shared%20Documents/TZA/INT_CEDAW NGO TZA_20781_E.pdf) Accessed 13 July 2017

<sup>24</sup> Vgl. <http://www.thecitizen.co.tz/magazine/youngcitizen/Pregnancy-order-divides-most-students/1841674-4007026-7otl2jz/index.html>

<sup>25</sup> Ministry of Health, Community, Development, Gender, Eldery and Children of Tanzania (2017): Child Marriage in Tanzania at a Glance. Online: [http://www.mcdgc.go.tz/data/Child\\_Marriage\\_Study.pdf](http://www.mcdgc.go.tz/data/Child_Marriage_Study.pdf) Accessed 13 July 2017

<sup>26</sup> United Republic of Tanzania (2016): Bill Supplement. The written laws act 2016. Online: Accessed 17 July 2017

<sup>27</sup> LHRC (2016): Tanzania Human Rights Report, p. 80

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minimum age for marriage up to 18 years for boys as well as for girls. Until now initiatives which shall be made by the government are not in sight<sup>28</sup>.

### **New resolutions impede the progress**

With the new announcement by president Magufuli at the end of June 2017, the government removed from free education for all. During a public speech in Chalinze at the 22nd of June 2017, Magufuli ratified the decision that pregnant school girls are not allowed to come back to school after giving birth ("After getting pregnant, you are done"). As soon as someone finds out, that a schoolgirl is pregnant, she has to leave school immediately. As reason for his decision it stated that young mothers can have a bad influence on their classmates. They can disturb in class because they have to fulfill their parental responsibility. In this context Magufuli said: "After calculating some few mathematics, she'd be asking the teacher in the classroom 'Let me go out and breastfeed my crying baby'"<sup>29</sup>. Concerning his opinion, these girls had decided to be a mother and against education. He doesn't take it into account, that in many cases pregnancies are unintentional because of several reasons which are explained above. With his opinion he contradicts the election program 2015 from his party CCM (Chama Cha Mapinduzi = Party of the Revolution). It contains the demand, to let pregnant schoolgirls return to school after giving birth. But after winning the election, president Magufuli affected the opposite. Due to that not an insignificant amount of girls can't graduate<sup>30</sup>. Some non-governmental organizations as well as human rights organizations stood up for fighting against the resolutions by petitions. In their eyes, Magufuli's resolution is backward and reduces the opportunities of girls, to fend for oneself financially. In return they demand educational work to familiarize with the risks and prevent them to get pregnant that early<sup>31</sup>. As a reaction to the demands the Tanzanian minister of the Interior declared that all organizations which commit oneself in this matter will lose their registration<sup>32</sup>.

### **There is only one thing in the long run more expensive than education: no education<sup>33</sup>**

At the assumption of office in November 2015, president Magufuli promised to implement free education from kindergarten up to secondary school in the whole country. Looking back it is now clear, that free and qualitatively high education as well as accessible for all can't be implemented only by waiving school fees. More financial grants are needed to enable children attending school in Tanzania and to keep them away from dangers which evolve because of financial need. This must occur on different levels ranging from cost absorption for transport as well as for lunch up to anti-discrimination measures of pregnant school girls and disabled children. The passed resolution by president Magufuli seems very controversial in regard to achieving the aim because it encourages anything but free education in the country and forces pregnant school girls to drop out of school. The fact that, in most cases girls are getting pregnant because of rapes, is ignored. To tackle the problem they should start at a different position. Information campaigns can lead to an increased caution. More-

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<sup>28</sup> LHRC (2016): Tanzania Human Rights Report, p. 81

<sup>29</sup> The guardian (2017): „After getting pregnant you are done“: no more schools for Tanzanian's moms-to-be. Online: <https://www.theguardian.com/global-development/2017/jun/30/tanzania-president-ban-pregnant-girls-from-school-john-magufuli> Accessed 14 July 2017

<sup>30</sup> Quartz Africa (2017): Tanzania's president won't let pregnant girls come back to school. Online: <https://qz.com/1013111/tanzanias-john-magufuli-does-not-want-young-mothers-to-go-back-to-school/> Accessed 14 July 2017

<sup>31</sup> The NewTimes (2017): Magufuli faces public backlash over pregnant schoolgirl ban. Online: <http://www.newtimes.co.rw/section/read/214845/> Accessed 14 July 2017

<sup>32</sup> THE CITIZEN (2017), p. 1

<sup>33</sup> Zitat, John F. Kennedy

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over, back doors in the existing law should be closed. Because educational poverty is connected with income poverty, missing grants and the consequence from Magufuli's actual resolution could lead to an increasing familiar as well as governmental dependency especially by women<sup>34</sup>.

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<sup>34</sup> BPB (2007): Bildungsarmut – Auswirkungen, Ursachen, Maßnahmen. Online: Accessed 17 July 2017