

Understanding the Drivers of Educational Change in Tanzania: Educational Policy and
Professional Capital

by

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B.Ed., Educational Psychology, University of Dar es Salaam, 2008

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M.Sc., (Social Sciences) in Gerontology, University of Southampton, 2018

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We acknowledge with respect the ɫəkʷəŋən peoples on whose traditional territory the university
stands and the Songhees, Esquimalt and WSÁNEĆ peoples whose historical relationships with
the land continue to this day.

Supervisory Committee

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Abstract

Despite series of educational change initiatives adopted in Tanzania immediately after independence to the present, there is little evidence to demonstrate that these change efforts are providing the desired learning outcomes. This study adopted qualitative research to investigate educational change in Tanzanian secondary education from the perspectives of policy makers, school leaders, and teachers.

Using case study research design, a total of 26 participants were interviewed. Document analysis and semi structured interviews were the data collection methods. The study used Fullan's (2007) educational change model and Weaver-Hightower's (2008) an ecology metaphor of policy analysis as frameworks to structure and interpret the findings of my study.

The study findings suggest that secondary schools in Tanzania are primarily sites where mandated and prescriptive educational change initiatives are implemented. Teachers and school leaders are regarded as recipients of change directives which must be implemented unquestioningly. This makes implementation problematic because; proposals leading to change flow in one direction, and Tanzania secondary education is characterized by series of disconnected changes and contextual features that are not supporting change.

These study findings imply that educational change initiatives must align with teachers' beliefs and classroom practices. To make educational change a success, there must be, (1) political will to commit sufficient physical and fiscal resources to facilitate change, (2) teaching force with strong knowledge base, dedicated and ambitious to work as a team, and ability to make sound decisions to improve students' learning outcomes. Lastly, (3) teachers must assume a new position and play a new role in educational change landscape.

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receive his emails at least every day, asking how Christephano and other members of my family were doing. He encouraged me to be strong and believe that this too, shall pass!

On October 15th, 2022, I travelled to Tanzania to see Christephano who was still admitted in the hospital. One week later, I received a heartbreaking news from Dr. Catherine McGregor who mentioned that Professor Myer has passed on. This news doubled my stress! I mourned and wept for my friend and Mshauri. Finally, I had to thank the heavens for connecting me with such a great scholar with wonderful personalities. May your soul rest in eternal peace. I celebrate you Myer, please, rest easy!

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Abbreviations

AIDS	Acquired Immuno Deficiency Syndrome
BRN	Big Results Now
CBC	Competency Based Curriculum
CCM	Chama Cha Mapinduzi [Revolutionary Party]
CHADEMA	Chama Cha Demokrasia na Maendeleo [Democratic and Development Party]
CPA	Critical Policy Analysis
CPD	Community Professional Development
CSC	Christians Social Services Commissions
CVCPT	Committee of Vice chancellors, Principals and Provosts
DUCE	Dar es Salaam University College of Education
EAC	East African Community
ETP	Education and Training Policy
ESDP	Education Sector Development Programme
ESR	Education for Self-Reliance
FFE	Fee Free Education
HESLB	Higher Education Students Loans Board
HIV	Human Immunodeficiency Virus
ICT	Information and Communication Technology
IDPs	International Development Partners
ITS	Industrialize Tanzania Strategy
INSET	In-service Training
JESR	Joint Education Sector Review

LCA	Learner Centered Approach
MoEST	Ministry of Education Science and Technology
MoEVT	Ministry of Education and Vocational Training
NACTE	National Council for Technical Education
NECTA	The National Examinations Council of Tanzania
NF-CPDPT 2017	National Framework for Continuous Professional Development of Practicing Teachers
NMCT	National Muslim Council of Tanzania
OBE	Outcome-Based Education
OECD	Organisation for Economic Cooperation and Development
PRO-RALG	Presidents' Office, Regional Administration and Local Government
SADC	Southern Africa Development Community
SAP	Structural Adjustment Programmes
SEDP	Secondary Education Development Programme
TRCs	Teacher Resource centres
TAHOSSA	Tanzania Heads of Secondary Schools Association
TAHLISO	Tanzania Students Higher Learning Institution Organisation
Ten MET	Tanzania education net work
TOMONGSCO	Tanzania Association of Managers and Owners of no-n Government Schools and Colleges
TDV	Tanzania Development Vision
TIE	Tanzania Institute of Education
TTU	Tanzania Teachers Union

UDSM	University of Dar es Salaam
UNESCO	United Nations Educational, Scientific and Cultural Organization
URT	The United Republic of Tanzania
USA	United States of America
UVIC	University of Victoria
VETA	Vocational Education and Training Authority

Dedication

I dedicate this dissertation to my parents, Pastory Majani Nyarubwa and Prisca Pili Kulangwa for their unconditional love and counsel. My parents taught me the value of hard work and diligence; these values have become strong pillars that are guiding my life.

I also dedicate this to my wife Teresia and children, Christina, Christian, Christopher and Christephano. Thank you so much for the support and courage you gave me throughout this doctoral journey.

Chapter 1: Introduction and Background of the Study

Introduction

Efforts to improve students' learning outcomes through educational change or reform initiatives is a global aspiration (Fullan, 2007). This aspiration has dispersed worldwide to include developing countries such as Tanzania. Although educational reforms have characterized Tanzania education system at different times, it remains a field of study that is attracting few researchers. To fill the knowledge gap and contribute to the literature, this study explored educational change by fusing ideas from educational policy and professional capital (policy and professional capital as significant levers of change). This study sought to explore educational change from the perspectives three groups of actors including the Ministry of Education, Science and Technology officials, school leaders and teachers.

Educational change initiatives in Tanzania can be traced back to the 1960s. Immediately after independence, the government took initiatives to end colonial education and its practices. In its place, new educational policies, pedagogies, and practices that would suit the Tanzanian context were proposed and adopted. Historical analysis carried out over different time periods show that Tanzania inherited from the British colonial government, elitist and discriminatory education systems (Muganda; 1999; Nyerere, 1968; Saunders & Vulliamy, 1983). As a response to the consequences of colonial education, which created inequality and classes in the community, the new government sought to adopt new curricula, new ideologies, and new practices that they sought would be relevant to the Tanzanian context (Kuluchumila, 2014; Nyerere, 1968). To realize this goal, the government of Tanzania through educational reform initiatives decided to; abolish the provision of racially biased education; improve secondary education and expand higher learning by investing in infrastructure. Lastly, the government

reviewed and modified the curriculum to meet the needs and demands of the learners. This involved the establishment of a new history curriculum covering African history as well as a new civic syllabus (Nyerere, 1968).

Currently, the Tanzania educational change landscape remains characterized by a series of educational change initiatives that are aiming to improve students' learning outcomes. However, change initiatives in place are hardly offering the intended learning outcomes. In the contemporary discourse of educational change there are two dominant arguments acting as precursors to successful educational change. One is related to the assumptions that successful educational change calls for innovation, improvement plans and activities that must fully involve actors working at the grassroots of an education system (Datnow, 2002; Fullan, 2007; Malone et al., 2018; Smit, 2001). This implies that the acknowledgement and involvement of school leaders, teachers and parents as key stakeholders in educational change processes must not be overlooked (Smit, 2001).

The second assumption is that policies guiding educational change must focus on improving educators' practices and their working conditions. In other words, educational policies must be teacher and student centred (Malone et al., 2018; Pont, 2018). Based on the above arguments, educational policy and professional capital are emerging as the drivers of educational change, the topic of this research study. In the next section, I briefly highlight why I became interested to study educational change with a focus on educational policy and professional capital.

Why Educational Change? Experiences and Rationale

My work experiences up until commencing my doctoral studies in September 2018, had been in teacher education at one of the public universities in Tanzania called, Dar es Salaam

University College of Education (DUCE). Working as a teacher-educator, I have been teaching courses and supervising teaching practicums for undergraduate student-teachers. As an educator one of the lessons, I have learned is that there is a large gap between what is taught in the classrooms and what is stated in the educational policy documents such as curriculum or school subjects' syllabi. In other words, there is a mismatch between policy and practices. One of the aspects that illustrate this gap is in teaching approaches.

In Tanzania, the Educational and Training Policy of 2014 (ETP) documents including Tanzania secondary education curriculum explicitly state that pedagogy in pre-primary, primary and secondary schools must be learner- centred (MoEVT, 2010; URT, 2014). However, this is not the case when you visit classrooms in Tanzanian secondary schools. In most cases, lessons are initiated and controlled by the teacher with minimal participation of the students (Kafyulilo & Tilya, 2019; Kinyota, 2020; Mkimbili et al., 2017). This is contrary to the Ministry of Education Science and Technology directives that declared that since 2005, teaching and learning in Tanzanian schools must adhere to learner- centred teaching approaches and strategies (URT, 2014). From my own observation, which is supported by previous research suggests that one of reasons attributed to the persistence and dominance of teacher-centred teaching approaches is overcrowding in classrooms. However, even in small classes, the teacher-centred approach is preferred to learner- centred (Tarmo, 2016; Vavrus & Bartlett, 2012). Based on this policy versus practice gap, this study analysed the ETP 2014 and other policy documents, interviewed the Ministry officials, school leaders and teachers to ascertain the reasons why change is not driving to the desired outcomes.

Experience shows that in Tanzania, teachers and school leaders are expected to implement educational change unquestioningly. According to Dachi (2018), teachers and the school leaders

may be forced to implement change that they are unaware of. Sometimes, they may lack essential skills and competencies to go about implementing change. As a practitioner and educator, I encountered the same challenges too. For example, at many times there was no consultation between policy makers and the teachers, which led to poor design and implementation of policy informed educational reform initiatives.

The concerns highlighted above sparked my interest to study educational change with a focus on educational policy, professional capital as well as teacher agency and power. My desire and probably that of other educators and researchers in teacher education is to see the process of change being done differently to realize genuine educational change. Equipping teachers and school leaders by engaging them in different reforms and policy implementation processes both at the local and national level should be the priority. Empowering teachers with agency and power to make choices that benefit learners and improve their own practices is a decisional capital (Hargreaves & Fullan, 2012).

Context of the Study

Tanzania gained her independence from Britain in 1961. Even before that, Tanzania had been under the colonial rule of Germany up until the 1920s. Following her independence Tanzania has taken many educational reform initiatives to eliminate colonial mentalities and create its own education system that corresponds to the culture and needs of her people (Saunders & Vulliamy, 1983; Nyerere, 1968). The educational change landscape in Tanzania has been shaped and influenced by different educational policies and programs. Historically the Tanzanian educational system has been operating out of numerous educational policies and guidelines dating back to 1967 when the then President Mwalimu Julius Nyerere introduced the Education for Self-Reliance policy (ESR) (Nyerere, 1968). Over time and with new political

administrations coming into power, education has been characterized by many reforms to accommodate socio-economic, cultural, and political needs (Dachi, 2018; Weaver, 2011) including the education for self-reliance, the Tanzania UNICEF and UNESCO primary education reform, the universal primary education (the Musoma resolution) and the Big Results Now (BRN). These initiatives have driven changes and impacted education both positively and negatively.

Moreover, history also indicates that the teachers have remained key implementers of those policies and change at school level (Dachi, 2018). Although many reforms have been initiated through policy change since independence, they have not produced the desired learning outcomes. This is largely because teachers have rarely been involved in the change process to an end (i.e., they are mandated to implement changes decided by others) and not as professionals who must lead these reforms (Bashir et al., 2018; Dachi, 2018). There is research evidence that suggests that educational change process becomes a reality when teachers and school leaders become the custodians of the reform especially when their input and expertise is valued and respected (Datnow, 2000; Smit, 2001; Hall & Hord, 2006). This suggests that teachers translate policies and educational change into practices at the micro and/or classroom level and excluding them in educational change and policy making processes is the price educational systems continue paying for inadequate learning outcomes (Smit, 2001).

Educational Change Initiatives in Tanzania

This section reviews local and international literature to unpack the history and trends of policy changes and their influence on the Tanzanian educational system. After Independence, Tanzania took several initiatives to reform its education system and abolish colonial education, which according to critics was unequal, segregative, and impractical (Semli & Mehta, 2012).

Through educational policy change initiatives, the post-colonial government reformed the education system to respond to different socio-economic needs and demands. The literature demonstrates that, following the political Independence of 1961, educational policies formulated in Tanzania capitalized on fostering the four aspects of “developing skills, modernization, self-reliance, and Tanzanian socialism” (Therkildsen, 2000, p. 408).

Soon after independence, educational reform and policy implementation focused on building a socialist state and inculcating in young people a sense of public responsibility and patriotism. Educational policies formulated during this time were developed in top-down manner with minimal public participation, and emphasized primary and adult education (Dachi, 2018). However, over the decades, the emphasis shifted from primary and adult education to secondary, vocational, technical, and tertiary education (Therkildsen, 2000). A notable feature characterizing post-independence education policies is that their implementation has consistently been marked by physical and human resource scarcity (Therkildsen, 2000). The scarcity of resources led to dependency on donor funding, which directly or indirectly have influenced policy change or policy borrowing from Global North to South (Crossley et al., 2017; Fleisch, 2018; Therkildsen, 2000). This context, while not the focus of the current study, remain influential today.

Education for Self-Reliance

Like other post-colonial countries, Tanzania decided to reform its education system by introducing various policy changes that aimed to build and develop the nation by eliminating colonial mentalities (Muganda, 1999; Saunders & Vulliamy, 1983). The Education for Self-Reliance (ESR) policy was one of the major initiatives taken by the post-colonial government of Tanzania to reform the education system. Education became the means to fight poverty, illiteracy

and diseases, problems, which became later known as the “three enemies of the nation” (Muganda, 1999; Nyerere, 1968). ESR’s objectives were to break with elitist concept of schooling, discourage urban migration, and better integrate schooling with community life (Nyerere, 1968; Saunders & Vulliamy, 1983). In other words, education was meant to inculcate in young people the feeling of national pride. Through ESR, the national ideology of education for self-reliance and communal life became integrated into primary education schooling and beyond. During the implementation of ESR, being a Tanzanian was presented and meaning to work cooperatively with others and live communally (Muganda, 1999). Overall, the ESR’s objectives reflect the contextual realities of a post-colonial country and the commitment to building an egalitarian society (Dachi, 2018; Muganda, 1999). To achieve that goal, the post-colonial policy initiatives such as ESR regarded education as the vehicle for advancing socio-political and economic development plans as well as a means of shaping the nationalist ideology of building a socialist society. The contention below illustrates further:

Our education must therefore inculcate a sense of commitment to the total community and help the pupils to accept the values appropriate to our kind of future, not those appropriate to our colonial past. This means that the education system must emphasize the cooperative endeavour, not individual achievement (Nyerere, 1968, p. 76).

According to Nyerere (1968), to continue educating our people through the colonial education was to deny and disconnect them from their traditional ways of life and heritage. In that regard, the introduction of classroom-based education during the colonial era was the beginning of alienation of the educational process from the realities of the rural life. As a response to such education, ESR stressed upholding clan or village based collective activities

and shared values including extended families as pillars of primary education (Bakuza, 2014; Mkonyi, 2017; Nyerere, 1968).

Through ESR the government of Tanzania abolished the colonial curriculum, and in its place, a new curriculum was introduced and officially launched in 1969 (Dachi, 2018; Galabawa, 1990). The new curriculum was meant to create equal opportunities for all students who worked collectively to meet the needs of their communities (Dachi, 2018). ESR considered primary education as being a complete education in itself and the aim was to equip learners with vocational and technical skills enabling them to serve their community upon graduating primary school education (Dachi, 2018; Muganda, 1999; Nyerere, 1968).

A notable feature of ESR is that examinations were highly discouraged and instead character assessments and technical skills mastery were prioritized and served as selection criteria for success to join further education (Dachi, 2018; Muganda, 1999). The emphasis on character assessment and technical skills mastery in ESR is seen to have succeeded in creating a more egalitarian community and installing a sense of cooperative attitude and love for work in young people (Dachi, 2018; Muganda, 1999).

While ESR is acknowledged to promote love for work, self-confidence and creativity among students, its major drawback is attributed to inadequate preparation of the teaching work force, which in turn led to poor implementation of ESR's objectives. Determined to create a more egalitarian society, the government decided to universalise free primary education (Muganda, 1999). The general public took advantage of free primary education and enrollment in primary schools increased relatively (Dachi, 2018), leading to shortage of key resources such as teachers. The government took measures to curb this situation by (1) allowing less eligible individuals such as primary school graduates and dropouts to train as future teachers, and (2)

reducing the duration to train in teacher's colleges from two years to one year (Dachi, 2018). Such strategies the government ended up with many unqualified teachers in both content and pedagogy (Dachi, 2018; Galabawa, 1990).

Big Results Now [BRN-Education]

As the name suggests this policy was result oriented. It was adopted by the government in 2013 to accelerate the implementation of national priority projects including education. The policy was adopted mainly to facilitate the realisation of the 2025 Tanzania development vision (Tanzania Development Vision Report (TDV), 2014). The Big Results Now (BRN-Education) policy was meant to improve education by prioritizing four key areas.

- i. Performance and transparency
- ii. Motivating and incentivizing teaching
- iii. Providing support where needed the most and
- iv. Maximizing learning and improve teaching conditions.

A notable feature of BRN-Ed was the priority given to in-service- training for school leaders and teachers. This was meant to equip school staff with essential professional competencies and leadership skills to manage schools and maximize students' learning outcomes. The policy also emphasized improving teachers working conditions while motivating them to do their job through both monetary and non-monetary incentives (Dachi, 2018; World Bank, 2014).

BRN-Ed emphasized teachers' accountability, competition between schools, feedback, and community engagement in the education sector. Focusing on equipping teachers and students in primary schools with 3R skills signaled the government's commitment to improve the provision of quality education from elementary level onwards. Increased accountability and school quality achieved through nationwide primary and secondary schools' ranking are

recognized as achievements realized during the implementation of BRN-Ed (Cilliers et al., 2020). However, there is little evidence of significant long term capacity building (Dachi, 2018). Scholars in the educational change landscape are of the view that accountability or competition without capacity building is chaos (Fullan, 2007; Levin et al., 2008).

The balance of evidence shows that BRN-Ed, like other educational policies in the country, was a top-down initiative. This led to unrealistic practices that did not align with teachers' beliefs and practices and the classroom realities. As a result, many initiatives could not be implemented to the expected standards.

Educational Training Policy of 2014 (ETP 2014)

Educational Training Policy of 2014 (ETP 2014) replaced the 1995 educational training policy that operated up to early 2014 (URT, 2014). ETP 2014 came into being after a review of Education and Training Policy (1995), which was merged into the other policies such as Technical Education and Training Policy (1996), Higher Education Policy (1999) and ICT for Basic Education Policy (2007). The purpose of merging these policies was to get one framework that will guide the provision of education at all levels of schooling in Tanzania. The government through the Ministry of Education decided to harmonize policies at different levels of schooling to come up with a single policy that will shape the Tanzanian education system. The purpose of adopting ETP 2014 was meant to have a national education and training framework through which the vision, mission, and intentions of education in Tanzania could be interpreted and finally put into action (Haki-Elimu, 2021). ETP 2014 sets the vision for education and training in Tanzania as being:

An educated and knowledgeable Tanzanian, skilled, proficient, with ability and positive attitude so as to be able to contribute in bringing about National

development “ this vision is anchored with a mission as being “to enhance the quality of education and training and provide for structures and procedures that will produce many educated Tanzanians and those willing to educate themselves farther so that they could contribute in the attainment of the development goals of our Nation (URT, 2014 p. vi).

ETP 2014 can be attributed to the governments’ desire to bring about revolutionary economic changes as laid in the National Development Vision of 2025 and the National Long Term Development Plan 2011/12 - 2024/25 (URT, 2000). Both the National Development Vision and the National Long Term Development Plan were formulated as the government’s commitment to transform Tanzania into a middle-income economy by 2025. Based on this aspiration, the education sector was tasked to make sure that both human and physical resources are in place towards achieving this development goal.

The governments’ desire and commitment to bring change had the ETP 2014 as part of the vision. Since its formulation, ETP 2014 has been beneficial in many ways, including abolition of school fees in elementary education (Mayega, 2020; Shukran, 2018). This increased access among many families who would not have been able to manage paying school fees for their children. The policy also emphasized the need to invest on vocational skills.

Another notable benefit brought by ETP 2014 is the recognition of cross cutting issues such as HIV AIDS and gender issues, as well as special needs education. Through ETP 2014 the government committed itself to make sure that students, teachers, and the community at large are well informed about HIV- AIDS. The policy declares the need for knowledgeable counsellors who will counsel HIV victims to cope with the disease and for those unaffected to take precautions to avoid contracting the disease. Gender issues is another area highlighted in ETP 2014. By gender

issues the policy is committed to ensure that gender discrimination and stereotypes are avoided in education and training to bring gender equality.

In addition, as a response to the 1990 Jomtien Declaration on Education for All, (Madani, 2019), ETP 2014 acknowledges special needs education as an important component towards the realization of education for all. Thus, through ETP 2014 the government commits itself to creating conducive learning environments for all students including the talented, gifted and students with diverse needs (URT, 2014). Lastly, though debatable still, acknowledging Kiswahili alongside English as a language of instruction in Tanzania secondary schools is an attempt to decolonize Tanzania secondary education curriculum. Scholars argue that continuing teaching students in the languages of the colonial masters, in this case English, is to disconnect them from their origin, history and heritage (Brock-Utne et al., 2006; Ramoupi, 2014).

However, ETP 2014 remains challenged with the following issues that make its implementation difficult.

- i. Capacity building to the implementers is one of the areas that is overlooked in the policy.
- ii. The presence of two languages of instructions that are operating concurrently is confusing.
- iii. Generalizable policy statements that are misleading.
- iv. Policy practice gaps, leading to poor implementation.
- v. Series of policy driven reforms that are top-down and highly prescriptive (Haki- Elimu, 2021).

Problem Statement and Research Questions

Focusing on the adoption and implementation of ETP 2014 (as a case of this study), this research aimed to answer this general research question, “what are the perspectives of three groups of actors (policy makers, school leaders and teachers) regarding the process of educational change in Tanzanian secondary education? There are studies that have consistently demonstrated how educational change landscape remains dominated by centralized (top-down) decision making processes (Dachi, 2018; Datnow, 2002). This mandated change approach has completely sidelined teachers and school leaders from the cycle of decision making (Huberman & Miles, 1984; Smit, 2001). There is a tendency in educational change landscape where teachers and school leaders are being forced to implement change that they did not even take part in formulating (Craig & Ross, 2008; Dachi, 2018; Sikes, 1992). This in turn has led to what Day (1999) referred as cosmetic and temporal change, suggesting that change brought to schools in a top-down fashion fails.

To address the top-down educational change approach deficits highlighted above, scholars in educational change are of the view that teacher agency and power must be emphasized in educational change process (Datnow, 2002; Fullan, 2007; Hargreaves & Fullan, 2012; Smit, 2001). Despite the growing literature that acknowledges the role played by school leaders and teachers in educational change process, relatively little is known about this topic in developing countries such as Tanzania.

Purpose of the Study

To fill this knowledge gap, this study sought to understand educational change process from the perspectives of three group of actors such as policy makers, school leaders and teachers. The study focused on exploring how educational policy-analysis can be tailored within

professional capital, teacher agency and power to understand educational change in Tanzanian secondary. There is scholarly evidence that suggests that the traditional policy analysis, which dominates many educational reform initiatives has failed (Ball et al., 2012; Ozga, 2019).

According to Diem et al., (2019), traditional policy analysis is the process where educational change is viewed as something linear and deliberate.

However, scholars using critical lens propose a new direction that goes beyond traditional policy analysis to include power and ideology at the center of the policy analysis (Ball, et al., 2012; Ozga, 2019; Weaver-Hightower, 2008) and educational change (Malone et al., 2018). Thus, acknowledging teachers and school leaders as core actors in policy analysis and interpretation of policy intentions into classroom activities as proposed in this study, provides a new strand to educational change that is informed by agency and power of the local actors. Similarly, Katzenmeyer and Mollé (2009) argued that educators' involvement in leading change allows micro-level perspectives to permeate into classroom instructions, pedagogy, decision making and policy interpretation, which in turn may lead to improved teaching and learning activities.

Having discussed the problem statement and what this study intends to achieve, below is a conceptual framework that shows how educational policy analysis, professional capital and teacher agency, and power can be framed and interpreted through a critical lens to study educational change in Tanzania. The framework also shows how the issues of school leadership and policy analysis can be tailored within the Fullan's (2007) framework to accommodate issues of teachers' agency and power in educational change process.

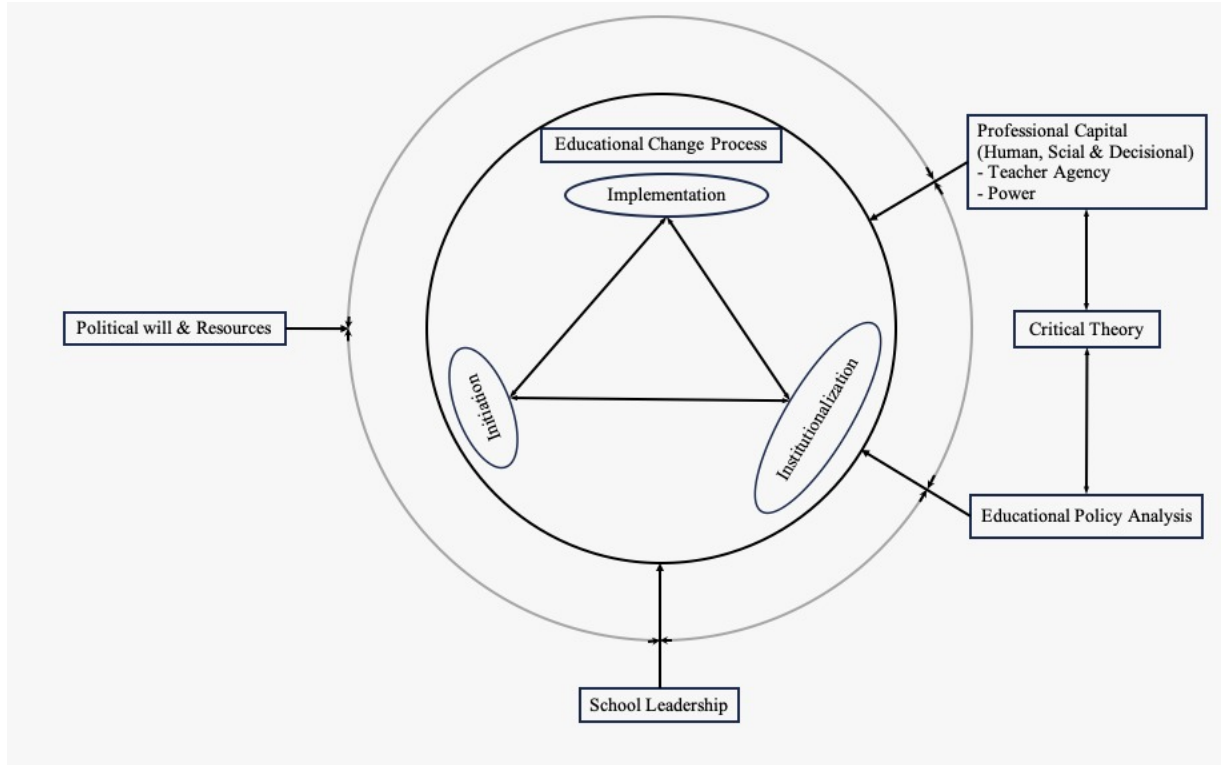
As Figure 1 shows, to understand educational change in Tanzania schools, I considered Fullan's (2007) three phase educational change framework. According to Fullan, educational change is the process that progresses through initiation, implementation, and institutionalization

or continuation. Using Fullan's cycle of educational change, I also drew on ideas from educational policy scholars and considerations of professional capital to deepen my understanding of educational change in Tanzanian schools. I also used critical policy questions to problematize educational policy as a change lever that is either shaping or shaped by the context in which change is occurring. As noted earlier, it is also important to acknowledge that to drive change effectively and sustainably, the policy needs to be people centred and it must pay attention to teachers' agency and power.

Drawing from the ideas of professional capital, my proposition/ assumption is that the educational change, especially the implementation phase, succeeds in the presence of quality teaching force and school leadership. The effectiveness of the teaching force and school leadership can be achieved by (1) equipping teachers with academic credentials and competencies they require to implement change-training and lifelong learning (human capital), (2) creating conducive working environment where teachers and school leaders can interact and network freely to share knowledge and best practices regarding the change they are involved in (social capital), (3) empowering teachers with the ability to make sound decision relevant and in support of students' maximized learning outcomes (decisional capital). To be successful levers of change, both perspectives (educational policy and professional capital) need to be advanced through political will/advocacy and continued resource support from the decision makers.

Figure 1

Proposed Educational Change Framework



Source: Adopted from Fullan (2007)

The Research Questions

This study is set to answer the following research questions.

- i. How do teachers, school leaders and Ministry officials see ETP 2014 as affecting educational change in Tanzanian secondary education?
- ii. What do these groups view as the benefits and limitations of the application of this policy in relation to educational change?
- iii. How have issues of agency, power, and professional capital, enabled, or constrained educational change in Tanzania?

The Contributions of the Study to Knowledge

This study contributes to knowledge in the fields of education, public policy, and the related disciplines by extending on the existing literature that acknowledges the roles of teachers and school leaders in educational change process. In other words, this study underscores the importance of having educational reform or change processes that are informed by ideas of actors working at the grassroots level. Relatedly, this study intends to contribute and shed light on relevant approaches and strategies that can be employed by policy makers and the implementers to achieve genuine educational change outcomes. Equally important, the findings of this study can be used by policy makers or political bureaucrats as a model to compare how involving people working at the micro level of education are likely to make the difference towards effective translation and implementation of educational change initiatives.

Moreover, knowledge generated through this study may be used as a reference by the Ministry of education (the custodian of education) researchers, academic communities, and policy makers to learn about educational change processes in Tanzanian secondary education.

From a practical contribution standpoint, educators involved in educational change process are more likely to find the findings of this study useful given their continual engagement in on going educational reforms and innovation in Tanzania educational change landscape. This is to say that the study extends to an emerging literature on the importance of involving school practitioners in educational change process. It also informs future researchers and decision makers with knowledge about why equipping school leaders and teachers with agency and power is important.

Finally, this research demonstrates how educational change can be framed within case study and educational critical research approaches, a methodological contribution. My study is

the first to integrate case study and critical education research to study educational change in Tanzanian secondary education.

Organization of the Dissertation

This dissertation is organized into seven chapters. Chapter one describes a background and context in which this study was conducted. It briefly situates educational change within the realms of educational policy, professional capital, critical lens, agency, and power. It begins by highlighting Tanzania's social political and historical contexts in relation to educational change initiatives adopted by the government of Tanzania from independence to date.

Chapter two looks at general theories regarding the roles of public policy, and it briefly highlights why policy is an important lever for educational change. It also introduces issues of professional capital, agency and power, school leadership and reviews the contributions of critical theory. The chapter is largely framed within Fullan's (2007) educational change model and Weaver-Hightower's (2008) ecology metaphor of policy analysis as frameworks I employ to structure my study in educational change in Tanzania.

Chapter three provides more details about the research methods and approaches to data collection and analysis. The chapter also discusses in detail the data collection instruments used, the analysis frames adopted, and the ethical consideration considered throughout this study to ensure accurate interpretation of data and in report writing.

Chapters four through six present the study findings based on three groups of actors involved in educational change in Tanzanian secondary education. Chapter four reports on ETP 2014 development process in Tanzania from the policy maker's perspectives. Using data from interview and document review analysis, the chapter concludes that policy development is a multifaceted process.

Chapter five present findings concerning the process of educational change from the perspectives of school leaders. The chapter identifies contemporary educational change initiatives and discusses their initiation and implementation processes in the Tanzanian secondary education. The chapter concludes by exploring how ETP 2014 is affecting secondary education. This is approached by examining limitations of the policy in relation to educational change.

Chapter six reports findings on the process of educational change from the perspectives of teachers. Using interview data, the chapter identifies on-going educational change initiatives, and then discusses their initiation and implementation processes in Tanzanian secondary education. The last section of this chapter covers a brief discussion on ways through which ETP 2014 is affecting Tanzanian secondary education and then provides a conclusion on what are the benefits of this policy in relation to educational change.

Chapter seven discusses the findings how the issues of professional capital, agency and power have enabled or constrained educational change in Tanzania and then briefly outlines the implications of the study findings. The chapter also summarizes the study by offering recommendations for action and for future studies as well as conclusions of the study are provided.

Chapter 2: Literature Perspectives on Educational Change

Introduction

This chapter is organized into four sections. Section one looks at general theories regarding the roles of public policy, and it briefly highlights why policy is an important lever for educational change. Section two introduces the issues of agency, power, and professional capital, central to my analysis, and reviews the contributions of critical theory. The third section describes Fullan's educational change model, which is followed in the next part by Weaver-Hightower's (2008) ecology metaphor of policy analysis. These are the frameworks I employ to structure my study in educational change in Tanzania. Finally, the chapter closes with a brief review of the position of school leaders as intermediaries between the policymakers and the teachers.

Although there are many possible approaches to understanding educational change, the two employed offered a good fit for my research questions. Fullan's (2007) educational change framework helped to highlight critical points around the ways different groups of actors make decisions regarding educational change. Relatedly, I was interested to examine how national level factors (learning from Ministry officials) and school level factors (learning from school leaders), and classroom factors (learning from teachers) intersect to enhance or constrain change. These are elements that Fullan has comprehensively and practically elaborated. I also briefly review several studies conducted in the Tanzanian context to illustrate similarities and differences between Western and African perspectives on educational change. I deployed Weaver-Hightower's (2008) ecology metaphor of policy analysis to study educational change in Tanzania because Weaver-Hightower's more critical approach helps to describe the intersectionality of multiple elements in the policymaking process. This metaphor allows more engagement with issues of power and agency than Fullan's (2007) work.

Roles of Public Policy

There are many roles that an educational policy can play within a particular educational system including allocating resources, setting academic benchmarks, and mapping the curriculum guidelines (Bakuza, 2014) as well as setting frameworks to train professionals. Overall, the educational policy sets the structures and allocate resources in provision of education. There are various viewpoints that define what a policy is and the goals it strives to achieve. In this section, I briefly unpack some of the existing thinking about public policy as discussed by researchers and scholars of different educational backgrounds and disciplines.

Public policy can be seen as a strategic means to control a population using a top-down approach. More positively, public policy is an instrument used by the government to solve problems and affect change (Shore & Wright, 1997). Public policies are vehicles intended to bring about changes and improve outcomes and performance. They are technical and rational means of improving outcomes. By rational and technical, Shore and Wright meant that public policies are instruments that guide behaviors linearly towards a set of objectives. Being technical and rational, policy makers are goal driven actors who assesses “the costs, benefits and subsequent outcomes of a given action or strategy” (Diem et al., 2019, p. 4).

Other scholars regard public policy as a tool that guides the government to fulfill its commitments to the public (Mtahabwa, 2010). It is through policy that the government communicates its sectoral intentions to the public and puts a plan in place for achieving those commitments. Broadly speaking, policy explicitly sets an operating manual for everyday conduct (Sutton & Levinson, 2001). Any over-simplification regarding policy should be avoided. It is helpful to see it as both a text and discourse (Ball et al., 2012). As a text policy is a written document that guides day to day conduct towards achievement of desired outcomes. A public

policy is understood as a discourse because it involves complex processes and practices that are “contextually configured, mediated and institutionally rendered” (p. 3). In the school context, policy is a discourse because it involves teachers as actors who becomes both the subjects and objects of the policy.

From a legal perspective, a public policy is viewed as “a legal document that guides public goals setting and resource allocations” (Bakuza, 2014, p. 35). To achieve its objectives, the policy must harmonize between actors or stakeholders involved in the decision-making process. Following from this observation, scholars have come to regard educational policies as being shaped by a pool of factors that range from political, economic, social ideologies, and the cultural context in which the policy is adopted and implemented (Bakuza, 2014; Ball et al., 2012).

The idea of policy as a written document to guide the day-to-day business of the government provides what Ball et al., (2012) refer to as normative prescriptions. This idea has rendered educational policy within the domain of the “formal government apparatus of policy making” (Ozga, 2019, p. 42). It is on this understanding that the policy making process is characterized by marginalized othering and dominated by linear and traditional approaches. Building on Ball et al.’s perspective, I will consider policy and change as comprising three aspects: rhetoric, resources, and resistance. Rhetoric is the communicative and guiding role of policy, resources are instruments, materials, or facilities (physical and human) needed to put policy/change into action. Resistance is the teachers’ expression of agency and power in education and policy change process.

Policy, however, it is not stable. In the next section, I introduce the reader to the questions of what policy change is, why it happens and when it is a productive and appropriate process.

Why does policy change?

Policy is one of the major forces driving educational reforms and innovation across different educational systems (Fullan, 2007; Sahlberg, 2011). Researchers and scholars in educational change have developed evidence to show how different educational policy change initiatives around the world have shaped the landscape of educational change (Akshir Ab Kadir, 2019; De Souza, 2018; Fullan, 2007; Jansen, 1998; Mthombeni, 2002; Sahlberg, 2011). However, making decisions on what needs changing and how to implement those policy changes to bring about the desired learning outcomes have remained a major challenge (Fink & Stoll, 1998; Fullan, 2007; Hall & Hord, 2006; Smit, 2001).

Malone et al., (2018) observed that policy change initiatives must create conditions for school staffs and policymakers to team up and learn from each other about what works and what does not in implementing change. Pont (2018) extended this by arguing that an effective policy change initiative does the following: it prioritizes all students learning, emphasizes equity and equality for all learners and lastly, it nurtures and capitalizes on professionalism to develop high quality teachers and teaching. Equally important, Fullan (2007) noted that capacity building must be the focal point of any policy change initiatives. For example, one of the strategies employed by the Ontario provincial government in 2003 was to enhance capacity building for teachers and school principals. Policy changes always invokes deeper and broader issues than change in education practices, as discussed in the following section.

Teacher Agency and Power

Power is a slippery concept to define. However, there is general agreement among scholars that power is a social construct that involves control over resources, including material, human, physical and intellectual (Batliwala, 2013). Power can be seen to operate in three distinctive ways: “making decisions, make others implement ones’ decisions and influence others’ decisions without direct intervention” (Batliwala, 2013, p. 41). Power is an essential lens in understanding social phenomena such as an event and its consequences (Honig, 2006). The definition above emphasizes the relational aspects of power.

In this study three diverse settings were selected to navigate the interaction of officials at the Ministry level, school leaders and teachers to understand the interplay of power and educational change in Tanzanian schools. For the purpose of my study, educational change is defined as power relationship between policy makers and implementers. Power relations extend and shape the process within which change is initiated, implemented, and permanently routinized into the system. The motive of power is to ensure that decisions are enacted successfully (Braynion, 2004). However, “educational change is technically simple and socially complex” (Fullan, 2007 p. 84). The social aspect of change as remarked by Fullan implies that change operates within power structures and social relations. Understanding how these structures and relations shape educational change must be a focus of critical research studies.

The definition of agency applied in this study reflects the ability of actors to be autonomous and make their own decisions. This does not imply, however, a naïve belief in complete freedom, but rather a scope of movement within a structure. The notion of agency highlights that “actors always act by means of their environment rather than simply in their environment [so that] the achievement of agency will always result from the interplay of

individual efforts, available resources, and contextual and structural factors as they come together in particular and, in a sense, always unique situations” (Biesta & Tedder, 2007, p. 137).

The notion of agency helps to frame insights regarding how actors can respond and act when encountered with complex situations such as supporting or resisting change and how actors’ agency can be enabled and constrained by their context. Teacher agency can be enhanced by personal capacity (personal and professional skills and knowledge) and values (Biesta et al., 2015). These factors point to the importance of teacher education and professional development opportunities that aim at capacity building and creating a supportive working environment in schools. Teacher education and professional development are important platforms to instill in teachers a reflective mind that will support them to play more agential roles (Priestley et al., 2016). This is because teachers in the classrooms are consistently involved in making decisions that are complex and at times incompatible with the realities and practices of their classrooms. They are sometimes forced to implement educational policies and programs that they did not participate in developing (Dachi, 2018). To address these challenges, teachers need agency and power, as acknowledged in recent educational change literature (Imants & Van der Wal, 2020; Jenkins, 2020; Pantić, et al., 2021; Sung et al., 2022). At the personal level, teacher agency connotes a teacher’s ability to respond to and take control of challenging situations (Biesta & Tedder, 2007). Teachers’ ability to do so is subject to their beliefs about their professional aspirations (Biesta et al., 2015).

From the definitions of power and agency provided above, there emerge three main reasons why teacher agency and power matter to my study and to educational change in general. First, teachers are consistently reported in the literature as being sidelined in the decision to make educational and policy changes (Dachi, 2018; Smit, 2001). This practice has left many

educational change initiatives poorly implemented or not implemented at all. Second, both implementation and adoption of educational policy and change are negotiated within complex power relations and interactions. This relationship may lead to top-down structures where changes are being transferred to schools as directives intended to be implemented unquestioningly. These coercive educational change approaches are not providing the desired learning outcomes. Third, the sustainability of change depends on the quality of the teaching force, including the ability to make informed decisions (Hargreaves & Fullan, 2012). Exploring how teacher agency and power are enhancing or constraining educational change in Tanzania is the central concern of my study.

From the perspective of agency and power, teachers and school leaders must be recognized as core and active actors in the educational change process. The influence of agency and power on educational change manifests when teachers and school leaders are free to give opinions about what they think need to be changed and how to do it. They share a sense of ownership of change and decision-making is a responsibility for every actor involved in change. There is evidence that the involvement of teachers in decision-making fosters teaching and learning informed by the needs of the learners (Katzenmeyer & Moller, 2009). In addition, teacher agency is a tool of empowering teachers as professionals with voice and choice to make decisions that are relevant to their beliefs, practices and to the needs of the students. This suggests teacher agency must mean that teachers act as agents of change, whether individually or in a group, are free to take charge and act proactively to maximize students' learning outcomes. However, given that educational change and policy implementation are sites where competing ideas and powers come together, empowering teachers with the ability is not always as simple as it may sound.

Students are at the center of positive educational change (Fullan, 2007) and teachers are mandated to serve them well (Hall & Hord, 2006). To serve students well, it is the teachers' agency and power that will allow them to make decisions, interpret and negotiate policies, educational change initiatives that will or will not benefit their students. It is on this understanding that teacher agency and power are integral parts of my study because they point to the need to empower school professionals with the ability to navigate educational change in ways that are student and teacher centred. To nurture teacher agency and power in a school context, scholars have introduced the concept of professional capital in educational change landscape (Hargreaves & Fullan, 2012) which is unpacked in the following section.

Professional Capital

Hargreaves and Fullan (2012) acknowledge capital as a concept that originates from the field of business. Professional capital is defined as a long-life investment to equip teachers with knowledge base and empower them to collectively make effective decisions that are benefiting students (Fullan & Hargreaves, 2012).

Professional capital includes three components: human, social, and decisional capitals. Professional capital is becoming a game changer in educational reform initiatives (Campbell, 2018; Nolan & Molla, 2017; Robertson, 2018). This is partly because the success of educational change largely depends on what the teacher does in the classroom (Levin et al., 2008) how they do it and under what conditions? Hargreaves and Fullan (2012) also observed that given that many people are concerned about what goes in the classroom today, this puts "teachers and teaching at the forefront of change" (p. xii).

Therefore, sustainable educational change may be achieved when higher quality teachers and teaching are in place. Hattie (2009) purported this idea by arguing that investing in high

quality educators is the powerful determinant of students learning and schools' improvement. The clear message from educational systems investing in professional capital-high quality teachers is that developing human capital, involves spending and investing in education over a life span from childhood to adult hood. If seriously done, this investment guarantees economic productivity and social solidarity in the next generation (Hargreaves & Fullan, 2012). As noted above, professional capital comprises three interrelated elements. How these elements (human, social, decisional) align with my study is briefly discussed below.

Human Capital

This is the first component of professional capital that involves competencies and qualifications the individual teacher has attained either because of education, training, or experience. Human capital develops when a teacher acquires expertise or talent to teach (Campbell, 2018; Visone, 2018). It is about what teachers know and what they can do to make a difference to students' learning. Studies suggests that human capital alone is not sufficient (Shirley, 2016). To be successful, human capital needs to be paired with other components such as social capital (Hargreaves & Fullan, 2012; Leana, 2011; Visone, 2018), the second element of professional capital.

Social Capital

Social capital is defined as “the pattern of interactions among teachers (Leana, 2011, p.1). It involves teachers' teamwork with each other and other professionals within and beyond their schools. Social capital focuses on seeing how teachers learn from each other and share the expertise (human capital) they have acquired to improve teaching and learning. A current thinking in educational change landscape proposes that while it is essential to increase teachers'

skills and qualifications (human capital), it is even more important that teachers are encouraged and motivated to work and learn together to improve students' learning outcomes (Leana, 2011; Hall & Hord, 2006; Shirley, 2016).

Some studies have produced evidence on the importance of social capital in fostering educational change. For example, Visone (2018) conducted a study to explore the contribution of professional capital in enhancing students learning outcomes. The study revealed that collaborative and positive relational practices between teachers with other professionals impacted students' learning effectively. Similar findings are also reported in studies by Leana (2011) and Hoerr (2016).

Decisional Capital

This is the third component of professional capital. A teacher who has developed decisional capital draws from insights and experiences of colleagues to make decisions (Hargreaves & Fullan, 2012). This implies that social capital is foundational to decisional capital where teachers put into motion their agency and sense of responsibilities as professionals (Hargreaves & Fullan, 2012; Visone, 2018). Decisional capital provides teachers with agency and power that are essential to make judgement suitable for their professional practices and students' learning needs. However, studies report that the persistence of top-down and imposed change initiatives (Datnow, 2002) in educational change scholarship blocks and obscures the realization of decisional capital at the micro level.

Professional capital is relevant to my study for several reasons. First, it highlights the need to equip teachers and school leaders with agency and power to enable them to make informed decisions about change. Second, it foregrounds the importance of educators involved in change process to work collaboratively to share their expertise and experiences to improve

students' learning and school conditions. Third, educational change as an on-going and dynamic process requires high quality teaching force to make it sustainable.

Fullan's (2007) Educational Change Framework

Scholars see educational change as a process not an event (Fullan, 2007; Hall & Hord, 2006; Huberman & Miles, 1984; Malone et al., 2018). As a process educational change moves through the three main phases of initiation, implementation, and institutionalization (Fullan, 2007; Huberman & Miles, 1984). Each of these phases are described in the subsections that follow.

Phase I: Initiation

Initiation is concerned with making decisions about change including that there will be any change at all (Fullan, 2007). The decision to adopt change may be influenced by a range of factors, including new policy, teachers' advocacy, existence of innovations, external change agents, advocacy from administration, access to innovation, problem-solving or bureaucratic solutions, and community support. For example, the government may propose change to address areas that seem critical to the public by introducing new policy or by funding new programs. To succeed, the programs require practitioners to be knowledgeable about the proposed change. Teacher's advocacy is another factor that is concerned with the extent to which teachers support or oppose change. Whether teachers oppose, or support change depends on their working conditions and the level of interaction and support they receive from fellow teachers and administrators (Hargreaves & Fullan, 2012; Hall & Hord, 2006). The decision to initiate change may also be influenced by the existence of quality innovations elsewhere, implying that if educators are aware of other educational reforms from which they can draw lessons, this may stimulate the decision to initiate change (Datnow, 2002; Sahlberg, 2011).

Initiation of change rarely occurs without administrative advocacy (Fullan, 2007). A study by Huberman and Miles (1984) revealed that 11 out of the 12 reform initiatives were advocated by administrators and principals acted as gate keepers of these reforms in schools. Advocacy from administrators and school principals plays an important role in initiating change and people in such positions are important change agents. Existence of, and access to innovation is also cited as essential factors that contribute to educational change. Access to information and networking with other professionals leads to change.

External change agents can include government agencies at regional, state, or national level (e.g., the Ministry of Education). In adopting change, these agencies are responsible for monitoring and supporting innovation. External facilitators rely on leadership at school and district level, as well as teacher buying in to be successful. Community support is another factor influencing the decision to initiate change. As Fullan's educational change model suggests, the choice to innovate may depend on whether the community is in support or opposes change. Lastly, the decision to adopt change can be problem-solving or bureaucratic solution oriented. This is concerned with whether change is driven by opportunistic (e.g., acquiring funds and extra resources) or problem-solving motives that focus on improving learning. Table 1 summarizes phase 1, and I have added example of the sorts of questions each component seeks to address. It is important to note that these are the sorts of influences one may see in educational change. It is unlikely that any specific example will demonstrate each of these factors. This also applies to the implementation and institutionalization stages of educational change.

Table 1
Factors Influencing Decisions to Initiate Change (Phase I)

S/n	Principles	Meaning	Questions for analysis
1	New policy or fund	Government mandated change	Was this initiative generated from new government policy/ fund?
2	Teacher advocacy	Individual teacher or collegial characteristics	Do teachers support or oppose change?
3	Existence of innovations	Lessons from other reforms	What are the innovations we can learn from, are they relevant?
4	External change agents	Facilitators at the national/regional or state level	Are there external forces/process that initiated this change?
5	Advocacy from administration	Educational leaders (e.g, school principals)	Does the administration support and advocate for change?
6	Access to innovation	Information and professional networking	Does the community of learners have easy access to innovation?
7	Problem -solving/bureaucratic	Driving forces for change	What is the motive for change?
8	Community support	Community knowledge and response to change	Does the community support or oppose initiatives for change?

Source: adopted from Fullan (2007)

Phase II: Implementation

Implementation is concerned with putting change into action. This is when actors such as teachers and school leaders are translating or interpreting change directives into workable school and classroom activities. Table 2 is composed of the following core elements.

Characteristics of Change. This includes four sub-elements that may affect the implementation process. First, a perceived need for change. This rises a concern of whether the perceived change is necessary. When stakeholders realize the need for change, implementation is more likely to be successful (Datnow, 2002; Sansosti & Noltemeyer, 2008). Clarity about the goals for change is the second sub-element. This is whether the procedures to effect educational change are clear to implementers. Thirdly, complexity of the proposed change. This is about beliefs and competencies required by those involved to implement change. Finally, the practicality regarding actors' (e.g., teachers) practices may influence or inhibit the implementation process. Changes that do not align with educators' beliefs and practices may be less likely to succeed (Datnow, 2002).

Local Factors. Fullan's (2007) educational change framework explicates that success or failure to implement change largely depends on two elements: the level of interaction between district, school and community and the district's experience in managing change. At school level, the principal may affect the implementation by working to develop shared goals, setting procedures to monitor results, and by creating a collaborative working environment. Teachers need supportive working environment to collaborate with others to implement change successfully. In addition, demographic pressure (e.g. unemployment) may play a part in inhibiting or facilitating change.

External factors. These are bodies that define and set the structures of an education system. They encompass units such as the national Ministry of Education, federal agencies, and university faculties of education. Successful implementation depends how the external factors work coherently with internal factors.

Table 2
Factors Affecting Implementation (Phase II)

S/n	Category	Principles	Meaning	Questions for analysis
1	Change characteristics	Need for change	The necessity for change	Do stakeholders, e.g., teachers see the need for the proposed change?
		Clarity	Intentions and procedures	What does the adopted change mean in practice to the implementers?
		Complexity	Difficult level and beliefs	What are stakeholders' teachers' beliefs about change, do they have competencies necessary to implement it?
		Practicality	Achievable	Is the adopted change of quality and realistic to stakeholders' practices?
2	Local factors	The school district	Innovation history	What is the experience of the school district on the past reform initiatives?
		The community	Demographic features	Are there new demographic characteristics necessitating new policy/change?
		The principal	School leadership	How can the principal affect the implementation of change at school?
		The teachers	Teacher agency and power	How do teachers respond to and make decisions when they encounter a complicated situation?
3	External factors	National/provincial	Government agencies	Does the implementation of change involve the external factors? How are they involved?

Source: adopted from Fullan (2007)

Phase III: Institutionalization

This phase also known as continuation and involves sustaining change (Sansosti & Noltemeyer, 2008). This is another way of saying that institutionalization is concerned with building change permanently into the system. Few educational reforms may progress to be institutionalized (Datnow & Stringfield, 2000). Factors affecting the institutionalization process

include the nature of the reform being adopted, implementation plans, funding, and staff interest in change (Fullan, 2007; Sansosti & Noltemeyer, 2008). Other researchers cite policy, budget, succession plans, and knowledgeable staff (Huberman & Miles, 1984). Datnow (2002) expands the list by including factors like political support, cultural alignment and the interplay between structure, culture, and agency. Lastly, genuine interest in change, critical mass involvement, teacher and administrator support and sustained professional development are regarded as key variables in sustaining change (Anderson & Stiegel Bauer, 1994).

From the factors listed above, one can easily note that active leadership and staff buying in (administrators and teachers) are critical variables in sustaining change. These factors point to teacher agency and power, which are central ideas explored in this study. Sustainability of change calls for well thought plans and resources to put an innovative idea into action and permanently incorporate it in the education system. This makes schools critical social settings for educational change. The centrality of schools in educational change landscape leaves policy/decision makers with few options but to empower school leaders and teachers with agency and power to bring the desired change. Table 3 summarizes factors that affect the institutionalization phase.

Table 3
Factors Affecting Institutionalization (Phase III)

Sn	Principles	Meaning	Questions for analysis
1	Staff support	Workforce	Has the reform attracted enough knowledgeable people committed to change?
2	Succession plans	Passing on change to new staff	Are there plans to orient new teachers and administrators to change?
3	Professional capital	Investing in teaching force	Are teachers given chance to decide how to routinize change and learn from others? How are their inputs valued? Are they knowledgeable about change?
4	Funding	Monetary investment in change	Is funding available to support and provide important resources to routinize change?
5	Staff turnover	Employees quit or leave	How does staff quit affect change continuation?

Source: adopted from Fullan (2007)

Educational Reforms from the Tanzanian Context

This section summarizes studies on educational reforms in Tanzanian context to accentuate similarities and differences between Western and African perspectives on educational reforms. Change characterizes many educational systems around the globe as a strategy to improve the quality of education and transform the economy. Studies show that the relationship

between education and the economy is highly entangled (Nzima, 2016; Todd & Attfield, 2017). This suggests that education and the economy tend to drive one another. An example is when Tanzania adopted ETP 2014 to transform her economy. Through ETP 2014, the ministry of education was tasked to create human capital that will help to fast track the realization of Tanzania National Development Vision 2025 of becoming a middle-income country (MoEVT, 2010; URT, 2014). Studies also show that despite the fact there have been progress made towards the realization of National Development Vision in Tanzania, educational reform initiatives driving change are constrained by several factors including prescriptive change approaches, minimal participation of local practitioners (Chediell, 2009; Todd & Attfield, 2017) and knowledge and resource constraints on part of the implementers (Dachi, 2018; Nzima, 2016).

Although there have been many educational reforms on going in Tanzania, the review shows little evidence to indicate an African perse approach to educational reforms in Tanzania. Education for Self-Reliance (ESR) (discussed in Chapter 1) is a notable educational reform initiative whose adoption and implementation advance the Afrocentric knowledge regarding educational change initiatives in post-colonial Tanzania. As noted in chapter one, ESR was adopted to challenge colonial education systems and in its place, education focusing at (1) transforming the Tanzanian economy through agriculture and community solidarity, (2) freeing young people from colonial mentality, and (3) creating an egalitarian society where education is viewed as a public good was proposed (Mbogoma, 2018).

ESR integrated indigenous African principles of communal solidarity and social organization to build a modern society (Mbogoma, 2018). History shows that ESR did not last longer due to implementation challenges it encountered from both within and without (Kapilima,

2018). Regmi (2019) observed that Tanzania encountered socio-economic pressure leading to shortage of critical services such as health and education (Buchert, 1997). Consequently, Tanzania abandoned ESR, and in its place, market oriented or neoliberal policies were adopted. Neoliberal policies view education as a commodity that must be driven by free market principles (Hursh, 2005). A shift from ESR to neoliberal education policies has consequently affected the way educational change initiatives are being conceptualized and theorized.

Few studies about educational reform conducted in Tanzania such as Nzima (2016) on *Competence-Based Curriculum (CBC) in Tanzania: Tutors' understanding, and their instructional practices* and Chedié (2009), *Management of educational changes in primary education in Tanzania* draw largely on western discourses to explore educational reform initiatives. Nzima (2016) uses Hoban's (2002) theorization that view educational change as a study of complexity and linearity whose implementation depends on where the practitioners such as teachers are standing.

Another study I reviewed to learn how previous educational reforms in Tanzania are being approached and conceptualized is by Chedié (2009). In this study, Chedié cites two models that describe educational change process in Tanzania (1) linear, (2) overlapping. The linear model sees change as an event that progresses step by step towards the realization of the desired outcomes (Fullan, 1993). The overlapping model regards change as a process that is shaped by many overlapping factors that are confined in a particular context (Fullan, 1993; Stiegelbauer, 1994). A common feature that describes these studies (Chedié, 2009 and Nzima 2016) is that the processes of adoption, implementation, and management of educational reforms in Tanzania are understood from the lens of Western discourses. Confining educational reforms in the Western discourse as shown in the studies review above excludes culture and context as critical elements in educational change processes (Fullan, 2007; Levin, 2001; Malone et al.,

2018). Fleisch (2020) argued that educational change scholarship must move away from universalism in core knowledge claims to acknowledge diversities and adversities that are constantly shaping educational reforms in low economies such as Tanzania. The dominance of western discourse in the Tanzanian educational change landscape is an indication that this field-educational reform/change is still at an infancy stage. This explains why there is not much literature written from the African perspective.

Having unpacked studies that provide insights regarding educational change in Tanzania, the subsequent section covers Weaver-Hightower's (2008) policy analysis ecology metaphor.

The Ecology of Policy Problematization

Fullan's (2007) framework provides a good structure for understanding change as a technical-rational process, but it does not delve deeply into the politics of change on an individual or structural level. The ecology metaphor of policy analysis complements Fullan's work by shedding light on the complexity and intersectionality of many points in the policy making and implementation processes. It also provides policy researchers and analysts with novel insights about multiple driving forces and their impact in the policy process, making it consistent with the critical stances described earlier. Lastly, the ecology affords researchers and analysts with an understanding that change in one dimension of the ecology may disrupt the entire system.

There are two major theorizations that guide current policy problematization in the educational change discipline. One is traditional or functional theorization, which conceptualizes policy as a text and straightforward entity whose making, interpretation and implementations follow a linear and predetermined pathway towards achieving the intended policy outcomes. In this study, I draw from a critical theorization to study policy making and implementation in

Tanzania. The proponents of critical policy analysis argue that policy problematization requires the understanding of a bigger and complex structures, relationships and processes that influenced or have been influenced by the policy at hand (Ball et al., 2012; Diem et al., 2019).

According to Weaver-Hightower (2008), the ecology metaphor for educational policy analysis enables the researcher to understand the complexity, interactions and the interrelations existing between policy and its making or implementation process. Focusing on this understanding, the ETP 2014 development and implementation processes in Tanzania were examined using a critical framework with an ecology metaphor in mind. The motive was to explore the contexts in which the policy was formulated, the actors involved in the policy making and implementation, the relationship existing between those actors. The analysis also centred to understand the processes within which the structures, actors and relationships were negotiated.

The following subsection unpacks the elements of educational policy ecology metaphor advocated by Weaver-Hightower (2008). The policy ecology consists of four central elements with their sub-units that analysts and researchers need to be aware of when doing policy analysis. The first element includes actors, these are individual, groups or units that play roles in the making and implementations of a policy. Whether individuals or groups, some actors in the system have multiple roles to play and others are more powerful. Therefore, understanding the roles and position of each actor in the ecology is essential for effective policy analysis and adoption processes.

Relationship is the second element that researchers need to bear in mind when analysing policies. According to Weaver-Hightower (2008) there are four types of relationships that exist in the educational policy ecology metaphor. In competition, actors may compete over power or

scarce resources. Cooperation suggests that actors may decide to work together to fulfill a common goal. There also exist relationships of predation where some actors may turn against others. For example, when decisions are made by politicians or educational leaders bureaucratically in their favour so that they remain into power instead of solving problems facing students. Relationships can also be symbiotic, suggesting that actors may jointly work together for mutual benefits. For example, the exchange of information vis -a -vis funding between government bureaucracies and university researchers respectively is happening in many countries (Weaver-Hightower, 2008).

Weaver-Hightower (2008) further identifies context, considered as environments and structures, as another central element in policy analysis. The author asserts that the actors and how they relate in the making and implementation of educational policies is negotiated within environments and social institutional structures. Therefore, to analyse educational policy effectively, the researcher or policy analysts must be aware of a number of sub-units within the context. In the ecological thinking, policies have jurisdictional boundaries meaning that a policy can be successful at point A, but the same policy may fail to have the same impact at point B.

Within boundaries there exist extant conditions. Given that ecology is dynamic, understanding the influence of extant conditions such as culture, tradition and norms, economy, social change, poverty, crime, and population change is core to policy analysis studies. It is within extant conditions and dynamics that the relationships, whether competitive, cooperative, predation or symbiotic, between and among actors is shaped. Furthermore, these conditions and dynamics generate either positive or negative pressure towards change. For example, demographic shift is cited as one of the factors that influenced educational change through new policies in Finland. Increased interactions with migrants from other parts of the world

necessitated some pedagogical or instructional change in Finnish classrooms to accommodate students from other backgrounds (Sahlberg, 2011).

Pressure can also occur due to increase or decrease of inputs such as funding, information, or other resources. Related to pressures and inputs is consumption, according to Weaver-Hightower (2008), policy making, and implementation may be affected by overconsumption of resources by some actors who spend more than their share. The last component within boundaries is actors who are resistant to change. As mentioned earlier, teacher buy in is a fundamental influence on the effectiveness of change efforts.

Lastly, regarding processes Weaver-Hightower (2008) maintains that actors, relationships, and context interactions are defined within processes, which are rarely stable. These processes can be emergent, in that new ecologies emerge because actors and resources are available for their sustenance. Entropy occurs when there is disequilibrium or disorder within the ecology, for example, when enrollment in private schools decreases because of the abolition of school fees in public schools. Entropy also can occur due to fragmentation; this is when the ecology splits into two. For example, when an education district authority is halved to form a new district authority due to increased number of schools in the district. As a strategy to mitigate entropy, several mechanisms can be put in place including adaptation, this involves change in the ecology that will lead to equilibrium again. An example is when private schools create other sources of income instead of relying on students' school fees to run the schools. Another measure to avoid entropy is conservation. Within policy ecology, members may work to conserve resources to avoid entropy. Moreover, anticipation is another strategy to mitigate entropy, this involves predicting and taking actions to safeguard the future needs of members in the system. The last consideration is redundancy or "providing multiple, overlapping

responsibilities for the needed roles” (Weaver-Hightower, 2008, p. 157). Table 4 illustrates policy ecology metaphor in detail. When combined with Fullan’s (2007) work, this metaphor provides a powerful and insightful way to unpack the processes of change and the patterns of power and agency they entail.

Table 4
Ecology Metaphor of policy analysis

Element	Meaning	Examples	Questions for analysis
Actor	Stakeholders/ units in the policy ecology	Parents, policy makers, educators, teachers, politicians	Who are actors, what roles?
Relationship	Interrelations with others in the ecology		
▪ Competition	Competition over power/ resources	Private schools vs public schools due to enrollment raise.	What are actors' beliefs/practices
▪ Cooperation	Actors work together for mutual benefits	Educators and parents work together	Common goal uniting actors?
▪ Predation	Actors exert power to others to eliminate/ take resources	Actors making decisions for their interest	What are the motives of the decision made?
▪ Symbiosis	Actors work interdependently for gain	Actors pushing for the same agenda	How actors work for common goal?
Environments & structures	Natural or constructed conditions		
▪ Boundaries	Parameters within which actors work and policies apply	The government abolishes school fees and funds public education.	Parameters for policy and practices?
▪ Exant conditions	Natural or social cultural conditions that shape policy problematization?	Context	What is the broader context for the policy?
▪ Inputs	Resources within the actors' reach	Money, information, technology, and support.	What are resources available for policy sustainability?
▪ Consumption	Mishandling of resources by some actors	More money on administrative tasks but less money in the implementation.	How are resources shared and channelled?
▪ Agency	Power and ability to act within and potentially change an ecology	The decisions made about the policy involves people from the grassroots.	How are actors from the grassroots involved in the decision to adopt the policy?
Processes	Dynamism in the ecology		
▪ Emergence	New ecology appears when resources and actors are available	Many teacher colleges are established due to high demand of teachers in secondary schools.	Why are there emerging intentions and practices?
▪ Entropy	Crumbling within the ecology	Scholarship for international students is phased out due economic recession.	Why disequilibrium in the ecology?
▪ Fragmentation	The ecology is split into two or more	The district education authority is halved due to increased number of schools in the district.	What causes fragmentation within the ecology?
▪ Redundancy	This involves having overlapping systems and actors to perform key roles in the ecology.	Having multiple professional networks to support one another in performing key roles in the ecology.	Is redundancy important? Why is it essential to have actors who can perform multi-tasks?

Source: adopted from Weaver-Hightower (2008)

The Role of School Leadership

Before finishing this chapter, it is useful to reflect briefly on the role of school leadership in educational change. It is irrefutable that leadership plays a central role in educational change (Fullan, 2001; 2007; Fullan & Quinn, 2016; Fullan et al., 2018; Sahlberg, 2011; Sarason, 1990; Weber, 2008). As such, it informs and shapes practices and thoughts of many scholars and researchers in the field of educational change around the world (Fullan, 2007; Levin et al., 2008; Williams, 1992). Studies in higher performing educational jurisdictions of Finland, Singapore and Ontario demonstrate the criticality of school leadership in achieving sustainable educational change (Fullan & Quinn, 2016; Levin, 2013; Sahlberg, 2011).

However, it is worth noting that too much attention on school leadership, especially in high performing jurisdictions, is misleading and consequently other actors such as teachers have been ignored in educational change processes. The literature has widely documented school leaders as personnel without whom educational change is almost impossible. Consequently, this has made centralized and imposed educational change decisions dominate school leaders-teachers interaction in implementing change (Adams, 2008; Datnow, 2002; Smit, 2001).

My study brings to the fore the notion of collegiality and intends to suggest ways school leaders and teachers can work together to enhance educational change. Collegiality is also known as collaboration (Fullan, 1991) or more recently, an exercise of social capital (Hargreaves & Fullan, 2012). Collegiality is defined as “a practice that involves teachers working together and supporting their colleagues emotionally and socially” (Jarzabkowski, 2003, p. 1). Fullan (1991) observed that, educational change is most successful when collegial practices become the focus of the process. Hargreaves (2000) regarded collegiality playing three major roles that include

fostering professional growth, improving school conditions and an effective means of implementing change.

In summary, researchers in educational change and education in general have perceived collegiality to nurture the following: resilience (Jarzabkowski, 2003), school improvement and successful implementation of change (Fullan, 1991; Hargreaves, 2000), distributive school leadership (Owen, 2014; Spillane, 2006) and reduced staff turnover (Little, 1990; Nias, 1998). One of the implications of collegiality is that all involved have relatively comparable levels of power, agency, and involvement in the design of educational change.

Chapter Summary

In this chapter I have explained different roles played by public policy. I have also unpacked Fullan's (2007) educational change framework and Weaver-Hightower's (2008) ecology metaphor of policy analysis as frameworks I deployed to analyze data and interpret the findings of the study. Finally, I introduced and discussed some other core concepts in educational change scholarship relevant to my study. Notions of power and agency, viewed through a critical lens, are particularly important to making sense of this case of educational change in Tanzania, and will be returned to in some detail later in the study.

Chapter 3: The Research Methodology

Introduction

This chapter describes the research methodology and theoretical approaches employed to generate data to answer the research questions in this study. Within this chapter, several issues essential to answering the research questions are discussed. The chapter is organized into the following subsections: the methodology overview, the research design, the qualitative research, and case study under which document review and semi-structured interviews as methods of data collection are unpacked. This chapter also covers sample size, participant selection, data analysis, ethical considerations, validity, and reliability of the study and finally the chapter concludes by discussing significance of the study.

The Concept of Methodology

Researchers and scholars are of different views when it comes to research methodology. However, they nearly all agree that it describes how one goes about exploring the research problem (Bryman, 2016; Flick, 2002; Howell, 2013). Denzin and Lincoln (2013), for example, described methodology as the way people gain knowledge about the world. Thus, it involves both the philosophical and the practical framing allowing the researcher to explore a research problem. Denzin and Lincoln (2013) describe methodology as a roadmap that involves both theoretical and practical choices when one is conducting research. The practical choices refereed by Denzin and Lincoln, include the decisions about data collection and data analysis techniques as well as selection of the participants and the setting of the research (Clarke & Visser, 2019).

Practical choices the researcher makes in conducting research are guided by three aspects: the research aim, the methodology and their philosophical leaning (Denzin & Lincoln, 2013). Importantly, the philosophical assumptions the researcher adopts are regarded as foundational in developing a research study or project. Scholars have consistently associated the

researchers' philosophical assumptions and how they go about conducting the actual practice of the research (Creswell, 2013; Howell, 2013). This suggests that the choice of an ideal research methodology for a dissertation or thesis largely depends on the philosophical assumptions and actions adopted by the researchers to answer the research questions more effectively. Therefore, the researchers must justify how their philosophy or beliefs about the world cohere with the choices they make regarding sample size, selection of the participants, data collection and analysis techniques, which in turn affects report writing and interpretation of the findings.

Drawing from this understanding and the research aim, I framed my study within case study approach with interpretative epistemological perspectives. This was done to demonstrate a close as fit as possible between case study methodology, qualitative data collection methods (interviews and document analysis) and interpretive perspective as guidelines to answer the following research questions.

- i. How do teachers, school leaders and Ministry officials see ETP 2014 as affecting Tanzanian secondary education?
- ii. What do these groups view as the benefits and limitations of the application of this policy in relation to educational change?
- iii. How have issues of agency and power including professional capital enabled or constrained educational change in Tanzania?

Having briefly explained the concept of methodology and outlined the research questions this study intends to explore, I now briefly define and introduce qualitative research, a paradigm that houses case study as a methodology selected for this study.

Qualitative Research

Qualitative research is “a situated activity that locates the observer in the world” (Denzin & Lincoln, 2013, p. 6). Locating the observer in the world implies that the qualitative researcher becomes involved in exploring the phenomena in their natural contexts and attempts to understand the lived experiences of the participants the researcher interacts with in the field. This suggests that qualitative research is a naturalistic and interpretive endeavor that draws largely on the perspectives and accounts of the participants to understand the phenomenon in its natural setting (Flick, 2009).

Ritchie et al., (2014) highlighted features that differentiate qualitative research from other research traditions as follows: “it is detailed, rich and complex in data; it uses varieties of research methods; it advocates for inclusion of multiple perspectives and accounts of the participants; and lastly, it emphasizes on the reflexivity of the researcher in the research process” (p.4). Yanow (2007) recommends the use of qualitative strategy when the researchers’ focus is to appreciate the firsthand experiences of the participants through multiple sources of data such as “observing, interviewing and close reading of topic relevant documents” (p. 2). Thus, to understand the drivers of educational change by fusing ideas from educational policy and professional capital, the topic of this study, I employed qualitative interviews and document analysis as data collection methods.

Scholars are of the view that power and knowledge creation characterize many social interactions to the extent that these concepts have become taken for granted life experiences. This has led to exploitation and marginalization of some groups (Chang, 2020; Madison, 2012). To disrupt such relationships and increase freedom and equality, the marginalized groups need to be empowered with knowledge of emancipation and liberatory actions (Anderson, 1989;

Carspecken, 1996; 2019). This is the motive of identifying, challenging, and resisting ideologies, structures and power relations that distort the voice and blocks the agency of the marginalized individuals, or in this sense, participants (Carspecken, 2019; Chang, 2020; Paris, 2011; Strega & Brown, 2015). Identifying and challenging elements that block the voices of others from being heard can be achieved by employing approaches that capitalize on horizontal relationship between the researcher and participants as well as methods that stress to uncover multiple perspectives in the data (Chang, 2020; Stake, 1995) including interviews and document analysis. Having described qualitative approach as an ideal research strategy for this study, I now briefly explain why and how I demarcated my study.

The ETP 2014: The Study's Focus

To delimit this study, I adopted case study research approach to study educational change in Tanzania secondary schools. I selected ETP 2014 to form the case of this study because it is the operating policy that guides training and provision of education from kindergarten to tertiary education in Tanzania. Research has found that binding the study enables the researchers to be specific and get focused on the topic they are exploring (Baxter & Jack 2008; Merriam, 2009). A study can be delineated as a single person, a program, an activity, a group, an institution, or a specific policy (Creswell, 2015; Merriam, 2009; Stake, 1995). Drawing from these options, I demarcated my study within the adoption and implementation of ETP 2014 (activity) in six selected secondary schools in Tanzania (program/institution).

This study employed purposive sampling to recruit participants and the study settings to generate data through semi-structured interviews and document review analysis. The document review analysis as a data source included the review of ETP 2014 (the operating policy) mainly for two reasons; One, the governments' desire to bring about economic changes through

education as the driving force. Two, the National Development Vision of 2025 and the National Long Term Development Plan 2011/12 up till 2024/25 aim of transforming Tanzania into a medium income economy by 2025. These two factors called for a national education framework that would monitor, assess, and evaluate the implementation of education provided in the country towards the realisation of economic growth and transformation, hence, ETP 2014.

To interpret the research findings, I employed Fullan's (2007) educational change framework with a focus on critical policy analysis particularly the ecology metaphor of policy analysis by Weaver- Hightower (2008) to avoid linear and traditional policy analysis approaches, which according to the previous research are not providing the desired outcomes (Ball et al., 2012; Ozga, 2019). Weaver-Hightower argued that policy analysis demands a thorough understanding of diverse structures, relationships, and processes that intersect to make a policy (Ball et al., 2012; Diem et al., 2019).

Philosophical Approach

This section describes my position and philosophical beliefs and assumptions that guided data collection, analysis, and interpretations of the findings of this study. As noted earlier, I explored educational change by adopting ideas from educational policy and professionals' agency and power perspectives. Given the research questions and purpose of the study, I employed a qualitative research strategy with case study research that guided the study. Provided that the literature offers diverse perspectives about case study design (Bassegy, 1999; Creswell, 2009; Merriam, 2009; Tight, 2017; Yin, 2014), I chose the Stakeian conception and approach to case study because it provides the researchers with a guideline of how to conduct research successfully (Stake 1995). Paying attention to what works in doing case study makes the researchers open to new possibilities as their research study projects unfold. Importantly, it

requires the researcher to clarify and refine issues before proceeding to the subsequent stage of the research (Stake, 1995). Being flexible to emerging issues when one is doing case study research reflects Stakes' epistemological and ontological orientations.

Ontologically, this study is informed by the belief that there are multiple realities whose interpretation requires contextual knowledge given that it is socially constructed (Crotty, 1998; Denzin & Lincoln, 2013; Paris, 2011; Stake, 1995). Knowledge construction particularly in research is the result of collaboration between the researcher and the participants who are willing to work together without being coerced (Paris, 2011). The phrase, willing to work together, is an indicator that research is sometimes exploitative due to power relations that exist between the researcher and participants (Strega & Brown, 2015). Based on this understanding, I framed my study within an interpretive paradigm. Therefore, to understand educational change processes in Tanzania, data analysis and interpretation of the findings in this study draw closely from the conceptual framework discussed below.

Conceptual Framework

In this section, I briefly discuss the conceptual framework I adopted to explore educational reform in Tanzania secondary education. This conceptual framework emerges as the result of a thorough reading and review of the literature in educational change, educational policy studies and other related disciplines. Key ideas or concepts I selected to inform my research, and which constitute the conceptual framework of this study include educational change, professional capital, school leadership agency and power, and educational policy. To ensure coherence of ideas or concepts and the entire research process, I used Punch's (2000) five levels of concepts and questions to devise my conceptual framework. According to Punch, a conceptual framework designed within levels of hierarchy (questions) offers the researchers with

a roadmap to explore a link between the phenomenon under investigation and the practical choices they make about the study. Based on this understanding I framed my conceptual framework by the following questions or levels in mind.

- i. What is the research area?
- ii. What is the research topic?
- iii. What is the general research question?
- iv. What are the specific research questions?
- v. What are the data collection techniques?

Answers to the above questions led me to explore educational change from the ends of educational policy, professional capital, and teachers' agency and power. Focusing on educational policy and professional capital including teachers' agency and power perspectives as levers of educational change (Hargreaves & Fullan, 2012; Priestly et al., 2012; Taylor et al., 1997), I used the Tanzania Educational Training Policy (ETP) of 2014 to delineate my study. Within this demarcation, I used Weaver-Hightower's (2008) ecology metaphor of policy analysis and Fullan's (2007) educational change model as frameworks to study educational reform in Tanzanian secondary education.

Studies regard policy adoption and implementation as change processes characterized by competing ideas and powers (Honig, 2006; Kapilima, 2020), implying that the notion of power influences both the adoption and implementation of policy or change. This understanding brought the concept of agency and power at the center of my study. Consequently, a critical lens was used to explore multiple voices and power relationship and structures between policy/decision makers and implementers in Tanzania educational change landscape. The study used

qualitative document analysis and interviews (discussed in detail in the subsequent section of this chapter) as methods of collecting data.

In this study, my conceptual framework serves the following: (a) it theoretically illuminates what I intend to explore, (b) it clarifies what I sought to achieve and how I achieved it (c) it offers a blueprint of how I designed the research and conducted the fieldwork (Leshem & Trafford, 2007). Having discussed the conceptual framework guiding my study, I now unpack the research design I adopted to answer the research questions in this study.

Research Design

Drawing from the conceptual framework and the arguments by Stake (1995) about research design, I used the research questions, purpose of the study and my philosophical leaning to adopt case study as an ideal framework to explore educational change in Tanzania. According to Stake (1995), the research questions ought to guide the researcher to select a study design that links the research questions to empirical evidence and interpretation. Stake argued that in designing case studies, researchers ought to be pragmatic about what works for their projects (Stake, 1995).

The rationale for selecting case study research in this study was twofold. First, I was interested to study educational change processes in Tanzania and therefore, I needed a research design that would enable me to explore the phenomenon in detail (Merriam, 2009; Yin, 2014). I selected case study as a relevant approach. Secondly, in this study, I also wanted to find out about school teachers and school leaders' voices and agency in educational change initiatives. This extended to include an investigation of power relations between people working at the micro level (implementers of change) and those at the macro level (Ministry officials and policy/

decision makers). Such nuances necessitated the use of a critical lens to identify and challenge unequal power relations.

Case Study Research

Yin (2014) described a case study as an empirical inquiry investigating a case or cases by answering the how and why questions of a phenomenon. Yin (2014) and Bassey (1999) further argued that these questions would be answered within the real-life context of the phenomenon whereby the context may not be clearly known to the researcher. Merriam (2009) defined a case study as an in-depth description and analysis of a bounded system. Stake (1995) alluded to a similar position when he described a case study as “the study of the particularity and complexity of a single case coming to understand its activity within important circumstances” (p. xi). Creswell (2015) highlighted that the case study approach involves a detailed “exploration of a bounded system (e.g., activity, event, process or an individual)” (p. 469). Creswell further argued that case study research may be bounded in terms of time, place, or physical boundaries. The goal of bounding a study according to Baxter and Jack (2008) is to make the research project more specific and feasible. The above descriptions indicate that a bounded system and complexity are defining features of case study research. Case study researchers are required to understand the parameters that define their phenomena under investigation. A case could be a single person, a program, a group, an institution, a community, or a specific policy (Creswell, 2015; Merriam, 2009; Stake, 1995). Key questions that researchers planning to carry case study research should ask include, what parameters make the case of the study? How can the research study be made feasible?

Merriam (2009) recommended that one of the techniques to make the research project feasible is to ask how finite the data collection is and whether there would be a limit to the

number of people being interviewed. This presupposes that the researchers should determine in advance how many people they will interview and number of observations to be conducted. If these criteria are not met then the phenomenon is less appropriate to studying it through a case study approach (Merriam, 2009). It is understandable that binding what one is going to study gives direction and focus. However, delimiting the case as suggested by Merriam might be challenging to qualitative case study researchers who approach data collection with the saturation of data philosophy in mind (Silverman, 2011). Data saturation is reached when there is no additional information to be retrieved from participants (Creswell, 2015; Guest et al., 2006). Given multiple and diverse views and theorizations of case study from the literature, I adopted Stakes' theorization along critical education research as a roadmap to explore the topic: educational changes in Tanzanian secondary education.

Studying educational change in Tanzania necessitated that I observe three aspects that are key to Stakes' theorizations of a case study research. Firstly, paying attention to multiple perspectives of the participants about educational change; secondly, exploring the dominant and the missing voices in educational change and educational policy making processes. Lastly, examining closely how context in its broader sense shapes the participants' daily routines and practices in educational change processes. Based on these propositions, this study considered interpretive qualitative research as the most relevant strategy through which data could be generated, analyzed and findings interpreted and reported.

The Stakian Approach to Case Study Research

Robert Stake is one of the leading methodologists whose theorizations about case study research inform this study. Under this subsection, I briefly discuss Stakes' ideas about case study research including ontological and epistemic purposes, why and how to bind a case as well as selecting the participants. Along with these ideas, I unpack Stakes' recommendations to researchers about how to design case study, gather data, validate data, and report the findings. Before I discuss these elements, it is worth noting that I have selected Stake because his approach to case study provides the researchers with flexibility or adaptability to choose what works for their projects (Stake,1995).

Paying attention to what works in doing case study, makes the researchers open to new possibilities as their research study projects unfold. This requires the researcher to clarify and refine issues before proceeding to the subsequent stage of the research (Stake, 1995). In summary, being flexible to emerging issues when one is doing case study research reflects Stakes' philosophical leaning and orientations that knowledge is socially constructed.

This implies that, it is the researchers' standpoint that shapes the research project and dictates their epistemological underpinnings. Epistemology is defined as the process of thinking through which people designate what they know and what they see (Denzin & Lincoln, 2013). In Stakes' perspective, reality is socially constructed. He therefore recommended to case study researchers to plan and conduct research projects to adhere to constructivist or interpretive philosophy. According to Denzin and Lincoln (2013), constructivism is a paradigm that pays attention to "relativist ontology (there exists multiple realities), a subjectivist epistemology (the knower and respondent co- create understanding) and a naturalistic set of methodological procedures" (p. 27). By this definition, Denzin and Lincoln share similar philosophical

orientation with Stake concerning case study research. This implies that researchers doing qualitative case study be aware of the following. First, a social phenomenon is contentious and open for many interpretations. Secondly, research is a joint venture between the researcher and participants. Lastly, paying attention to the context of a phenomenon under study is critical to any researcher doing case study (Denzin & Lincoln, 2013; Stake, 1995). By this understanding, the researchers become knowledgeable about which criteria or elements to consider in ensuring the feasibility of the study.

Binding a Case Study. According to Stake (1995), researchers can bind their cases by time and activity. They become boundaries within which a phenomenon is explored in its natural context. Demarcating the case based on time and activity demands the researchers decide which parameters to include or not to include in the study. Harrison et al., (2017) contended that binding a case might be challenging given that variables that inform a particular case tend to intersect and overlap. However, they concurred that delimiting the case sets the scope of the study and how data collection and analysis will be conducted. Baxter and Jack (2008) supported this proposition by adding that through binding their studies, researchers are assured of their projects' scope and feasibility. In short, demarcating the case within certain confines evades the researcher from studying a topic that is too narrow or too broad and guarantees the credibility of the study findings (Merriam, 2009; Stake, 1995).

Thus, in this critical education case study, I demarcated my study using three major criteria including the adoption and implementation Educational Training Policy of 2014 (URT, 2014). I explored how ETP 2014 has shaped educational reforms in selected secondary schools in Tanzania. In this case the processes to adopt, implement and institutionalize the policy intentions and change initiatives became the second criteria to bind this study (bounded

activities). Lastly, I demarcated this study within the bounded systems of secondary education. Thus, three parameters that defined the scope of my study are policy (Creswell, 2015; Merriam, 2009), activity (Stake,1995) and education program or structure (Merriam, 2009). In summary, my case in this study is about the implementation of ETP 2014 with a focus on educational change or reform initiatives in selected secondary schools in Tanzania. This study was conducted in six public secondary schools to explore how ETP 2014 was shaping the implementation of educational change initiatives.

Study Participants

Participant selection is another key element the researcher involved in case study research must consider. Stake (1995) observed that the “researcher should have a connoisseur’s appetite for the best persons, places and occasions” (p. 56). This is to say, both participants and field sites must be selected based on what they can offer to answer the research questions precisely. Participants and field site selection in this critical education case study research adhered to the logic of purposive sampling procedures. The assumption here was that by employing purposive sampling to select and recruit Ministry officials, school leaders and teachers will foster detailed and comprehensive exploration of educational change in Tanzania. The Ministry officials were purposively sampled given their managerial positions and experiences in education.

Given the purpose of this study, I approached two officials in the Ministry of Education who served as directors in the professional development and policy department and requested them to participate in the study. I also briefly explained to them the purpose and how they were expected to take part in the study. I also presented before them the clearance research permit from UVIC and UDSM for their verifications. After they read the research permits, they agreed

to participate in the study by signing the consent forms and we jointly tabled down the interview dates and venues.

School leaders is the second category who were purposively selected. The school leaders were invited to take part in this study because of the leadership role they play in supervising both policy and reform implementation in schools. Lastly, teachers who showed interest to take part in the study and they had been involved in several educational change initiatives were invited to participate. Bryman (2016), Patton (2002) argued that purposive sampling is employed to enable the researchers to identify sources (people or scenarios) that describe the phenomenon for most effective use of limited resources. In other words, purposive sampling was employed in this study to recruit sample units that are knowledgeable or experienced about the topic I wished to study (Creswell et al., 2006; Stake, 1995). This can be achieved through use of multiple sources of data collection and analysis (Stake, 1995). The goal is to acquire multiple perspectives that will make the phenomenon more comprehensible.

Sample Size, Sampling Procedures and Site Selection

According to Stake (1995) case study researchers are encouraged to make use of sample units (e.g., people, places, or events) that may enhance comprehensive understanding of the phenomenon. In Stake's perspective, selecting the participants and study settings should be done based on what they can offer given the question the researchers wish to study. Selection of both participants and the field sites of my study followed the logic of purposive sampling. This means that the Ministry of Education officials, school leaders and teachers were purposively sampled and besides consent forms, there were dialogues carried out in person between the researcher and participants to make sure that they participated in the study willingly. This study involved 26

participants including two officials from the Ministry of Education Science and Technology, six secondary school leaders and 18 secondary school teachers.

In addition, I purposively sampled schools based on urban and rural clusters. That is, three schools in the regions of Dar es Salaam-urban and Mara-rural. I sampled the schools based on the following three criteria: firstly, long time established schools. This category of schools hold potential for this study because they have been involved in several educational change initiatives for a long time. Secondly, schools that have good records in participating in previous different educational reforms. These are schools that have demonstrated and recorded as schools doing better in implementing various educational change initiatives. Lastly, schools with easy accessibility to teachers and school leaders. These are schools that were accessible to the researcher in terms of transport and geography. This was meant to allow the researcher prolonged engagement in the field. The rural-urban school categorization formed two cases that represented different geographies, sizes, and resources availability in Tanzanian secondary schools. The table below illustrates further the school categories and their pseudonym.

Table 5*Schools Location and Category*

Sn	School name	School cluster		Pseudonym
		Urban –Dar es Salaam	Rural -Mara	
1	Urban 1	√		Umoja
2	Urban 2	√		Juhudi
3	Urban 3	√		Mkoloni
4	Rural 1		√	Uhuru
5	Rural 2		√	Utalii
6	Rural 3		√	Hometown

Source: Field data

Overall, in sampling and selecting school settings, I observed the following procedures. After obtaining the research approvals from the University of Victoria (UVIC) and the University of Dar es Salaam (UDSM) respectively, I sent the letters attached with UVIC and UDSM approvals to the regional educational authorities of Dar es Salaam and Mara to request for research clearance. From the regional level, the research clearance/approval were forwarded to the district level then to schools. The recruitment of participants in selected schools started after the research approval/clearance was granted at the regional and district levels.

After gaining access to the field site, several schools, and their contacts (e.g., email and post addresses and telephone) in the two regions named above were identified through

administrative records. Then, I sent a letter of invitation to school leaders requesting their schools participate in the study. The letter clearly stated the purpose of the study and how the participants were to participate in the study. This was followed by phone calls to make sure that they received my letters. The school leaders that showed interest to participate and whose schools met the criteria highlighted earlier, were contacted further to put a plan for recruiting teachers. Six school leaders, 18 teachers and two officials from the Ministry of Education Science and Technology (MoEST) were willing to participate in the study. The table below unpacks the demographic features of the participants and how they took part in the study.

Table 6*Research Participants*

Pseudonym	Id	Category	Gender	Education	Experience	date
Umoja sec.	Participant 1(1)	School leader	Male	Masters	1 month	25/9/2020
	Participant 2 (2)	School teacher	Male	Masters	11 years	18/9/2020
	Participant 3 (3)	School teacher	Male	Masters	14 years	18/9/2020
	Participant 4 (4)	School teacher	Male	PGDE	10 years	18/9/2020
Juhudi sec.	Participant 5 (1)	School leader	Male	PGDE	2 years	5/11/2020
	Participant 6 (2)	School teacher	Male	Bachelor	13 years	16/9/2020
	Participant 7 (3)	School teacher	Male	Bachelor	9 years	16/9/2020
	Participant 8 (4)	School teacher	Female	Bachelor	11 years	14/9/2020
Mkoloni sec.	Participant 9 (1)	School leader	Female	Bachelor	13 years	05/10/2020
	Participant 10 (2)	School teacher	Male	Uni. Student	1 year	23/9/2020
	Participant 11 (3)	School teacher	Female	Diploma	5 years	29/9/2020
	Participant 12 (4)	School teacher	Female	Bachelor	9 years	29/9/2020
Uhuru sec.	Participant 13 (1)	School leader	Male	Masters	15 years	9/11/2020
	Participant 14 (2)	School teacher	Male	Bachelor	3 years	12/11/2020
	Participant 15 (3)	School teacher	Male	Diploma	6 years	16/11/2020
	Participant 16 (4)	School teacher	Female	Diploma	6 years	16/11/2020
Utalii sec.	Participant17 (1)	School leader	Male	Masters	15 years	02/11/2020
	Participant 18 (2)	School teacher	Male	Bachelor	5 years	30/10/2020
	Participant 19 (3)	School teacher	Male	Bachelor	7 years	30/10/2020
	Participant 20 (4)	School teacher	Female	Diploma	15 years	26/10/2020
Home sec.	Participant 21 (1)	School leader	Male	Bachelor	7 years	3/11/2020
	Participant 22(2)	School teacher	Male	Bachelor	4 years	3/11/2020
	Participant 23(3)	School teacher	Female	Bachelor	6 years	4/11/2020
	Participant 24(4)	School teacher	Female	Bachelor	5 years	4/11/2020
MoEST	Participant 25(1)	Official	Female	Masters	20 years	15/01/2021
	Participant 26 (2)	Official	Male	Masters	10 years	19/01/2021

Source: Field data

Table 6 shows different categories of participants who took part in this study. As noted earlier, a total number of 26 participants were recruited and participated in the interview sessions of this study. These included two ministry officials, six school leaders and 18 classroom teachers. For anonymity purposes, participants were identified by numbers (participant 1 to 26).

In this sample, two Ministry officials were holders of a master's degree with working experiences ranging between 10 and 20 years. For school leaders (heads of schools), one had a

postgraduate diploma in education- this qualification is obtained when a graduate in non-teaching professions undergoes one-year training in teacher education at the university level to qualify as a secondary school teacher. Two school leaders in this category were holders of bachelor's in education and three with master's degrees. Overall, school leaders' school management experience ranged between one month to 15 years. The educational and professional background of teachers as the third category of participants in this study was diverse in the sense that it comprised; one practicing teacher who was in the final year of studies at the university, four teachers as holders of a diploma in education. Diploma in education is obtained when prospective teachers-high school graduates are trained for two years in teacher training colleges. After graduating, they qualify to teach in secondary or primary schools in Tanzania. In addition, this category of participants comprised one teacher with a postgraduate diploma in teacher education, 10 teachers with bachelors and two teachers as holders of master's degrees in teacher education. Teachers' working experience ranged between 1 and 20 years.

It is worth noting that exploring participants' education or professional background and their working experience was important because these are critical elements that have been widely associated with the effectiveness of actors involved in implementing change (Mthombeni, 2012; Smit, 2001). Professional work experiences are the features that partly inform teachers' decision making and agency that are critical elements towards the realization of genuine educational change. More importantly, examining participants' professional background and working experiences shed light to professional capital (Hargreaves & Fullan, 2012), a notion that is emerging as a game changer in educational reform scholarship.

Data Collection

After I recruited the participants and become acquainted with the study settings, I started the data collection phase using semi-structured interviews and document analysis as methods of collecting data. Although Stake (1995) argued that there is no single point when data gathering begins, I took this recommendation cautiously. After familiarizing with the school settings and after putting a plan for interview sessions, I conducted interview sessions. This is contrary to what Stake recommends; he sees the data collection phase being guided by the researchers' impression and intuition, reflection, and experiences. Relying on what Stake calls "ordinary ways of getting acquainted with things" (p. 49) and remaining skeptical and sensitive to interpretations seemed questionable and misleading. With the same caution in mind, I developed data collection protocol for both interviews and what documents to include in my review then I officialised the data collection phase.

Scholars perceive the argument by Stake (1995) concerning data collection as being too abstract to enable researchers especially novice ones, to carry out credible research (Baxter & Jack, 2008; Yazan, 2015). However, one of the vital recommendations suggested by Stake (1995), which I also implemented, is that which require researchers to have data gathering plans that feature: "definition of case, list of research questions, identification of helpers, data sources, allocation of time, expenses and the intended reporting" (p. 51). Thus, data in this study were collected by using the document review analysis and semi structured interviews discussed below.

Document Analysis

Bowen (2009) defined document analysis as a qualitative research method that seeks to systematically review and evaluate documents to answer the research problem. Document analysis provides the researcher with initial information about the phenomenon at hand and how

the researcher can use it along other qualitative methods such as observation and interviews (Bowen, 2009). Yanow (2007) observed that document analysis may corroborate observational and interview data, or they may refute them depending on what the research question is. Stake (1995) argued that “documents serve as substitutes for records or activities that the researcher could not observe directly” (p. 68). Thus, in complementing document analysis with other qualitative research methods such as interviews or observations, the researcher is required to probe and interpret documents to gain understanding that will eventually lead to empirical evidence (Bowen, 2009). However, documents may not be worth unless they are credible, authentic, representative, and meaningful (Bryman, 2016). Based on the criteria above and by applying a critical policy analysis stance, I selected and reviewed the following official documents.

1. The Educational Training Policy (ETP) of 2014: This is the operating educational policy in Tanzania. The review of the policy set out to understand among other things the vision, mission, and values of education in Tanzania. The review of this policy also provided data concerning the implementation of this policy’s intentions in relation to on-going educational reforms in Tanzania. The review also focused to find out how the policy intentions are shaping teachers’ knowledge, ideologies, beliefs, and identities.
2. The Tanzania secondary education curriculum. This document provided information related to secondary school subjects and competencies that expected to be acquired by secondary school students. The document also offered information concerning the available teaching and learning resources and teachers working environment.
3. Secondary Education Development Program II (SEDP 2010-2015). SEDP outlines program and strategies in place to achieving greater access to secondary education

meanwhile working to address issues of equity, retention, quality, and management of secondary education. Thus, the review of this document was meant to identify strategies and programs in place to improving students learning outcomes. Besides, the review shed light on the purpose of various educational reforms that are on-going in Tanzania secondary schools.

4. The National framework for Continuous Professional Development for Practicing Teachers (NF-CPDPT) of 2017. This is a state-initiated framework introduced to make sure that teachers are equipped with key competencies they needed to fostering quality education and developing the human capital of Tanzania. The review of this document focused to obtain information related to in-service training for teachers and school leaders. It was also meant to ascertain the governments' commitments in investing on teachers' professional development programs.

The analysis of ETP and other documents named above, was carried out with emphasis to these key variables suggested by Weaver-Hightower's (2008) ecology metaphor of policy analysis model.

- i. Identifying the actors involved particularly the influential ones.
- ii. Understanding how the actors relate and interact each other.
- iii. Understanding structures and contexts that define actors' actions/practices.
- iv. Highlighting the history of policy initiatives.
- v. Ascertaining processes actors are dealing with, reacting to, or creating.

Table 7*Documents Reviewed*

Sn	Year	Document name/ source	Data extracted
1	2014	ETP	Policy directives
2	varies	Tanzania Secondary Education Curriculum.	Curriculum directives
3	2010- 2015	SEDP II	Plans and projections for Secondary schools
4	2017	NF-CPDPT	Teacher & Teaching resources for basic and secondary education

Source: Field data

In summary, the review of the documents in Table 7 was meant to familiarize me with the following: a) the antecedents of the document or reform and how it developed; b) how the policy and classroom practices speak to one another; c) how issues of power, knowledge and resources distribution are /were evident in the documents (e.g., the policy making/educational change processes) and d) how the marginalized resisted or engaged in educational change initiatives including policy making process (Diem et al., 2019a ; Diem et al., 2019b). In this study, document analysis came together with semi-structured interviews as the way to triangulate and seek credibility of the findings (Creswell, 2015; Denzin & Lincoln, 2013; Stake, 1995 Yanow, 2007).

Semi-Structured Interviews

Stake (1995) argues that the purposes of interviewing are threefold. Firstly, to gain an understanding and interpretation of the phenomenon from the participants' viewpoint. Secondly, to aggregate multiple perspectives of the phenomenon and lastly, to gain the participants' everyday social realities. Stake's observations above suggest that interviews of any kind need to be inherently conversational and dialogical (Madison, 2012; Paris, 2011). The semi-structured interview, according to Bryman (2016), is a data collection method that makes use of open-ended questions to elicit participants' perspectives. Semi-structured interviews are characterized by flexibility and open mindedness on the part of the researcher as issues emerge during data collection (Bryman, 2016; Stake, 1995).

In this study, I employed semi-structured interviews to complement findings from documentary review. Semi structured interviews were used to capture teachers and school leaders' opinions, beliefs, and practices on the implementation of ETP. It also captured information related to what benefits and limitations remain evident as far as the 2014 Educational Training Policy is concerned. Moreover, the method was also used to explore the Ministry of Education Science and Technology (MoEST) officials' views on areas where they thought the policy is working well and where it needs improvement. In addition, the Ministry officials were asked to comment on how the policy has shaped secondary education, including educational change and innovations, and its influence on teachers' professional capital.

School leaders is another category of participants who took part in this study. There are many reasons why I interviewed them. School leaders are the major supervisors of any educational change brought either by the Ministry or any other educational officials. They are the key personnel in the implementation and interpretation of educational policy intentions. Lastly,

they coordinate between the decision makers and implementers at school level. Therefore, the interview questions were meant to disclose school leaders' opinions and comments concerning their roles and involvement in initiation and implementation of educational change and educational policies. The interview also extended to include questions related to what sort of educational reforms their schools were involved in. The interview guide schedule for teachers also included questions related to professional development for their subordinates (teachers) and their own managerial development skills.

Through interview guide, I also explored teachers' agential roles and participation in the adoption and implementation of educational change activities. I also asked teachers to comment if they find any gaps between policy and practices as they get involved in implementing different on-going educational reforms in Tanzania secondary schools. To tap multiple perspectives concerning educational reforms from participants, I prepared four sets of interview questions based on the category of participants who took part in this study.

- Interview guide for the Ministry of Education officials- professional development department (appendix 2)
- Interview guide for the Ministry of Education officials-policy development department (appendix 2C)
- Interview guide for the school leaders (appendix 2B)
- Interview guide for the teachers (appendix 2A)

All interviews were audio recorded and transcribed. For ethical purpose, permission to audio record the interviews were given by the participants through verbal or written consent. In this study, I conducted 26 interview sessions that ran ranging between 45 to 75 minutes.

Data Analysis

Data analysis is central to case study research approaches. Case study researchers focus on intensive description and interpretation of the phenomenon (Stake, 1995; Yazan, 2015). This commitment compels researchers to use multiple sources of evidence, which yield voluminous texts (Lune & Berg, 2016; Houghton et al., 2015). The epistemological and methodological choices I made (discussed earlier in this chapter) guided the analysis of data in this study. The analysis began with transcriptions of the interviews, which was followed by annotation of the documents reviewed for this study. Stake (1995) recommended two strategies for analyzing data that include categorical aggregation and direct interpretation. Both categorical aggregation, which follows the same logic as thematic analysis (Braun & Clarke, 2006) and direct interpretation require the researcher to look for patterns and correspondences within data to establish empirical evidence.

Drawing from the argument above, data generated in this study were analyzed using thematic analysis approaches, which involved the processes of discovering, interpreting, and reporting patterns within data (Merriam, 2009; Ritchie et al., 2014). While analyzing data, thematic analysis was thereafter complemented with member checking and triangulation techniques to authenticate the precision of the findings. Together with thematic analysis, I employed Fullan's (2007) educational change model and the ecology metaphor policy analysis by Weaver-Hightower (2008) as frameworks to make sense of the data. Both Fullan's (2007) Weaver-Hightower's (2008) frameworks, offer an insight that the analysis and interpretation of data concerning educational reforms and policy problematization compels researchers to pay attention to many interconnected factors.

At this stage of data analysis, I examined the data to find out the role and position of teachers and school leaders in the adoption, implementation and institutionalization processes of educational change and educational policies in Tanzania. As per the adoption of ETP 2014 (current operating educational policy in Tanzania), I analyzed data to find out actors involved in the development of the policy. Together with this, I investigated the data to find out the influential actors who dominated the decision-making process. In addition, I analyzed the texts to learn about power relations that existed between policy makers and implementers (Kapilima, 2020; Weaver- Hightower, 2008) and finally context and environmental structures (politics, socioeconomic and ideologies) that shaped the adoption of the policy. I also analyzed the data to see how the ETP 2014 is shaping different ongoing educational reforms in selected secondary schools in Tanzania.

In summary, data analysis in this study involved data familiarization, reduction, categorization, and theorizing (Merriam, 2009; Ritchie et al., 2014). This approach is also purported by Stake (1995) who argued that data analysis requires the case study researcher to continually interact with the texts (transcripts) to fully familiarize with the data. Drawing on that recommendation, I familiarized with my data by re-reading and reflecting on the transcripts to identify patterns and themes as empirical evidence. Bassey (1999), Ritchie et al. (2014) referred to this as an iterative process where the researchers move back and forth to the texts to discover patterns and assign meaning to data.

Data Interpretations and Report Writing

Reporting the findings is the last element case study researchers need to bear in mind. Two major approaches Stake (1995) brought to the fore are writing with the reader in mind and

writing early on. Writing with the reader in mind emanates from Stake's notion of multilayered knowledge construction process. For Stake, there are three levels of knowledge construction. The first and second levels involve the researcher and the participants (this is evident during data collection and analysis phases) the third level involves the researcher and the reader; this is during dissemination phase. At all these levels, the researcher and participant treat each other as partners whose aim is to understand a phenomenon. At the dissemination phase, the researchers must know their audience they are writing for. Although it is difficult to anticipate who will be the reader of the report, Stake (1995) observed that case study researchers need to recognize readers as co-constructors of knowledge. Therefore, writing for comprehensibility should be the goal to assist readers develop understanding and familiarize with them the case or phenomenon being reported.

Writing earlier on is another key component that case study researchers must observe. This is because it takes more time to write the report than to gather data. In summary, the report needs to show how the research questions, contexts, the history, and case itself have emerged throughout the data. Below I have created the table that recaps Stake's (1995) analytical roadmap to conduct case study research. These are six aspects and key questions each aspect seeks to address. The table illustrates Stake's (1995) conceptualization of case study as a roadmap to explore educational change in six selected secondary schools in Tanzania.

Table 8

Stakian's Six Analytical Steps Approaches Summarized

Sn	Phenomenon/Step	Meaning/description	Questions for analysis
1	Philosophical orientation	Nature of reality- Interpretivism/constructivism	How does the researcher's theoretical orientation shape case study?
	a) Bounding cases	Defining the scope of the study	What variables should be included in binding the case?
	b) Types of data	Empirical evidence	What empirical evidence are generated in case study research?
	c) Sampling	Selection of participants and field site	What are the criteria in selecting participants and field sites?
2	Research design	Roadmap to conduct case study research	How does case study research proceed, what are the issues to ponder?
3	Data collection	Gathering raw evidence	How and what are the methods of gathering data?
4	Data analysis	Assigning meaning to data	How can the researcher interpret and draw conclusions out of data?
5	Validation of data	Seeking credibility of the findings	Why is trustworthiness important in case study research?
6	Report writing	Description and interpretation of the case	What key issues to consider when writing a case study report?

Source: adopted from Stake (1995)

Validity and Reliability of the Study

Validity and reliability are central concepts in education research as they are in other areas of inquiry simply because they are concerned with the robustness and credibility of the empirical evidence. However, it is consistently reported in the literature that establishing validity for qualitative research is not only challenging but also contentious (Miles & Huberman, 1994; Onwuegbuzie, 2007). This is so because some scholars regard qualitative inquiry as inconclusive and non-robust (Miles & Huberman, 1994; Morse, 2008; Rose & Johnson, 2020). However, Yin (2014), argued that a research study whether qualitative, quantitative, or mixed is valid when the data or accounts gathered, and the conclusions made from those data closely reflect the realities of the participants and the research setting that was studied. Therefore, validity is simply defined as “the correctness or precision” of the research evidence (Ritchie et al., 2014, p. 356).

Rose and Johnson (2020) define reliability as “the soundness of the research, particularly in relation to the appropriate methods chosen, and the ways in which those methods were applied and implemented in a qualitative research study” (p. 435). Qualitative reliability asks the question of whether the study is replicable, and that similar conclusion is likely to be drawn when methods and procedures similar to the original research study were employed. There is empirical research evidence that suggests that validity is the major criterion for assessing the credibility of qualitative research projects. Therefore, qualitative researchers must demonstrate that their studies are credible by making practical choices to enhance rich and thick data (Creswell & Miller, 2000). Drawing from the epistemological underpinning guiding this interpretive study, I carried out and employed techniques such as triangulation, member checking, rich and thick description of data to ensure credibility of the research findings. Each of these techniques are unpacked below.

Triangulation

This technique refers to the use of multiple frames of reference to ensure accurate description of a phenomenon (Bryman, 2016). In this study multiple triangulation techniques were employed, and they included data source triangulation. This involved, firstly, participants and setting triangulating. Meaning that data collected from different categories of participants such as classroom teachers, school leaders and the ministry officials were triangulated for comprehensive understanding of the phenomenon at hand. In addition, data collected from six different schools were finally triangulated for interpretation purposes.

Secondly, methodological triangulation. This involved two levels of triangulation. The first level is when case study and critical educational research were converged to study educational change initiatives in Tanzania. As noted earlier in this study, complementing these research approaches fostered in-depth exploration of the research question under scrutiny and it helped to uncover unequal power relations among actors involved in educational change in Tanzania. The second level of triangulation is when two methods were used to collect data. Meaning that information from interviews and document analysis were triangulated jointly to authenticate the research findings.

Member Checking

This is a research technique that provides the participants an opportunity to confirm the credibility of the findings or transcripts following their participation in the study (Onwuegbuzie, 2007; Stake, 1995). In this study, I selected ten best transcripts in terms of richness and coverage of the information they contained and shared them back to the participants. This allowed the participants to validate the accuracy of the transcripts and the narratives of their accounts. It also

offered the participants an opportunity to review the accuracy of their' lived experiences and see how they will be represented in the final draft of the dissertation. Onwuegbuzie (2007) argued that if applied correctly, member checking can eliminate the possibility of misrepresentation and misinterpretation of the participants and their voice in the final report.

Rich and Thick Description

An important technique to authenticate the credibility of the research findings is by collecting rich and thick data. According to Ritchie et al. (2014) and Bryman (2016) rich and thick data approach is pivotal in qualitative research because it demands the researcher to collect data that are comprehensive enough to describe the phenomenon under study. To facilitate thick and rich data, this study employed the following three techniques:

1. Use of multiple data sources (interviews and document analysis).
2. Transcribing my own interviews. This technique involved the practice of transcribing all the interviews and conversations the interviewer had with the interviewees. This fostered rich transcriptions, which according to Onwuegbuzie (2007) aided thorough analysis of the topic leading to a comprehensive understanding of the question under study.
3. Prolonged engagement. This involves conducting a study for a sufficient time to obtain detailed and complete description of the phenomenon. Data collection for this study lasted for six months. With such a prolonged time doing fieldwork, I was able to generate rich and thick information from the participants. I was also able to learn multiple voices from the participants, something that corresponds to the interpretive philosophical underpinning that knowledge is socially constructed.

Organizing and Managing the Data

One of the challenges I faced in this study was how to organize and present the research findings given the voluminous data I gathered. Scholars including Stake (1995) and Yin (2014) argued that it is essential that the case study researchers develop a mental framework that will guide them to present the research findings of their study. I had to reflect on how the research findings would be reported and interpreted in my dissertation and this was a starting point to develop themes and subthemes in my study. With reference to epistemologies and ontologies guiding critical and case study researchers like me, I eventually decided to organize and report the findings in this study based on the main research question along Fullan's (2007) educational change framework and Weaver-Hightower's (2008) the ecology metaphor of educational policy analysis as frameworks to structure and study educational change in Tanzanian secondary education. In this study, I employed a qualitative semi-structured interviews and document analysis as methods of data collection.

To capture the participants' views, opinions, and their involvement in educational change practices, many of the interviews in this study were conducted in Swahili- the most spoken and national language of Tanzania. Conducting interviews in Swahili was partly because the participants chose to use Swahili over English. By so doing they were more comfortable to express their views and opinions. In that regard, transcribing interviews began with translating the transcripts from Swahili to English. This meant that while playing the audios, I also translated the text and finally jotted down the conversation between the participants and me.

Scholars acknowledge that the collection of valid and reliable data from non-English speaking settings demands a multilingual competency (Marschan-Piekkari & Reis, 2004). This is because language plays a critical role in the construction of data and interpretation of the

findings especially in qualitative research studies like this of mine. Researchers who ignore this reality may be considered unethical and their work may be labelled untrustworthy. Based on this understanding and with the help of Swahili professionals working at the University of Dar es Salaam, I managed to translate all the questions without distorting the intended meaning. I consulted professionals working in language translations unit to guide me through the translation process while maintaining closely what the participants meant.

In this study, I conducted 26 interviews from three categories of participants that included two Ministry officials, six school leaders and 18 teachers. Such composition of participants required that I ask them the language of their preference between Swahili and English.

Given such a big sample to a qualitative study, I devised some techniques to manage and organize the data. First, transcribing data immediately after every interview session was done. This was meant to capture fresh data from the participants. Both verbal and non-verbal behaviors can be easily retrieved in contexts where audio voice recordings are transcribed on a timely manner (Bryman, 2016; Ritchie et al., 2014; Silverman, 2011).

Secondly, transcribing my own interviews. While the strategy to use professional transcribers has been increasingly accepted in qualitative research traditions (Halcomb & Davidson, 2006), transcribing one's own data remains the most reliable option for many qualitative researchers. This is so because of the researcher's firsthand encounter in the field, expertise in the interview subject and benefits acquired through the exchanges of verbal and non-verbal cues with the participants (Halcomb & Davidson, 2006). It was for these benefits and the philosophical leaning guiding this study that I decided to transcribe all the conversations I had with the participants. The choice to do my own transcriptions led to increased familiarity with data and allowed jotting down some preliminary themes that I recorded on the right margins of

the transcripts as I listened the audio recordings. Halcomb and Davidson (2006) referred to this as an act of memoing, enabling the researchers to assign meaning to the data during the process of transcriptions. As I was familiarizing myself with the data, I created transcripts bearing the following identifying information: the participant's pseudo name, date, length of the interview session, the location where the interview was conducted and the interviewer. I then saved the transcripts in three separate folders namely, Ministry officials, school leaders and teachers. These folders were saved on a password protected personal computer kept in a locked office waiting for second level analysis.

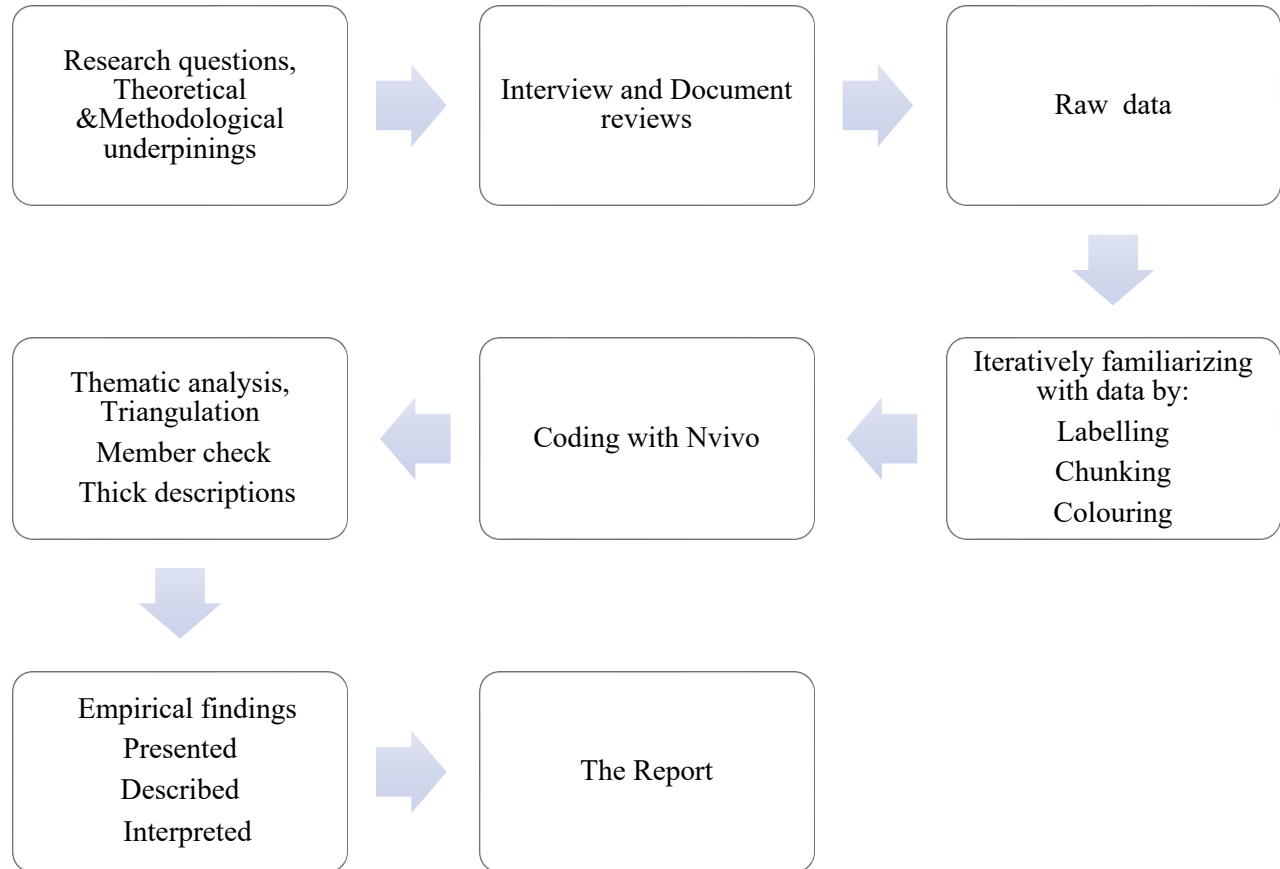
After I finalized the first phase of interview transcriptions or preliminary theme categorizations, I printed all the transcripts, and the second reading of the texts began. Whilst reading the hardcopies, I also listened the audio to crosscheck and fix all typos, grammar, and spelling errors. After I have reviewed all the transcripts and corrected all the mistakes, I selected a few transcripts and then sent them to participants for member checking. Many of the participant members checked the transcripts and confirmed that the transcripts accurately captured the conversation.

Document analysis review was the second data collection instrument I employed to generate data in this study. The documents selected for review were official documents retrieved from the Ministry of Education Science and Technology. In this study therefore, I reviewed the 2014 Educational Training Policy (ETP), the National Framework for Continuous Professional Development of Practicing Teachers of 2017(NF-CPDPT), the Secondary Education Development Program (SEDP II)

These documents yielded significant volumes of data to read. For effective review of the documents, I devised a protocol along the research questions that guided the review process.

To review the documents, I printed hard copies of the originals for annotation purpose. As I read each document, I also reflected on it by asking such questions as who produced it, why, when and what type of data? These questions and the document review protocol were meant to guide me to develop empirical evidence that answers my research problem particularly issues related to educational change, policy problematization and power and agency. As I read the documents, I also took notes, labelled, and developed chunks of data that were then merged with chunks or subthemes I had developed from the interviews to form empirical evidence. Stake (1995) advocates for complementing document analysis with other qualitative instruments of data collection because it enhances comprehensive understanding of the phenomenon at hand. Illustratively the data management from document analysis and semi-structured interviews progressed as shown in Figure 2.

Figure 2 shows that based on the research questions and the philosophical underpinning, semi-structured interviews and document review were used as instruments for data collection. Interviews and document review led to production of qualitative raw data in terms of interview conversations and texts. I then transcribed the conversation and the texts by assigning them to different labels, chunks, and colors to generate preliminary themes or codes through a qualitative software known as NVivo 12. The familiarization with data continued (second phase) through reading and re-reading of the transcripts and by employing thematic analysis and member check techniques, empirical findings- categorical themes were developed. These themes were then presented, discussed, and interpreted to produce a research report.

Figure 2*Data Management and Organizing*

Source: Field data

Ethical Considerations

Bryman (2016) and Ritchie et al., (2014) described research ethical considerations as weighing up harms and benefits of research to the participant, researcher, funder, and the wider society. To ensure the credibility of the research findings, the researcher ought to anticipate what might arise but also respond to the unexpected. Given that this study involved humans as participants, the following considerations were strictly observed. Firstly, I applied for the

approval to conduct this research from the Human Research Ethics Board of the University of Victoria, the University of Dar es Salaam then to Mara and Dar es Salaam educational authorities in Tanzania. Secondly, all the respondents in this study participated voluntarily. This reflects informed consent, which is defined as giving prospective participants an opportunity to make decisions of whether to take part in the study or not (Bryman, 2016; Ritchie et al., 2014).

Christians (2013) noted that participants must be adequately informed about the duration of the study, methods, probable risks, and purpose of the study. To achieve this, in this study, I drafted a letter to ask the would-be participants to take part in the study. This was followed by phone calls to the participants who agreed to take part in the study to provide additional information and make arrangement for interviews. As part of negotiating informed consent, the right to withdraw from participation was communicated to the participants before, during and after the interview sessions.

To ensure confidentiality in this study, all participants were identified through pseudonyms or by numbers and all information collected from participants was used purposely for this study only. Along with pseudonyms, all audio recordings and transcripts were stored electronically, and password protected. Copies of consent forms bearing participants' identifications were kept in locked drawer. Fourthly, privacy and confidentiality to participants are central concerns that were observed consistently throughout this study. This was achieved through the following strategies; firstly, some of the participants were asked to review the data to highlight anything they felt could be identifying. Secondly, participants crosschecked to see how their data will be used in the final report (Ritchie et al., 2014).

Study Significance and Implications

Given that schools and classrooms are contexts where educational change and new policies are implemented, recognizing the role played by educators at the micro level makes this study more significant. Empowering teachers and school leaders with ability to initiate (whether through policy change or teacher advocacy), implement and institutionalize change suggests a paradigm shift in the field of educational change. It calls for a critical lens approach that goes beyond the traditional linear theorizations that have dominated educational change scholarship. The critical approach will enable educators' perspectives at the micro level which in most cases go unnoticed to become incorporated in educational policy studies and educational change processes. By so doing, students' needs, and school learning conditions are more likely to improve because of the involvement of teachers and school leaders as key actors in educational change processes.

Chapter Summary

This chapter explained and discussed the methodological procedures and practical choices I made to study the drivers of educational change in Tanzania. To explore this topic effectively, I adopted a critical stance with semi-structured interviews and documentary review analysis as data collection methods. The next chapter covers the research findings of this study, which are presented in three chapters.

Chapter 4: Policy Making Process: Official Perspectives

Introduction

This chapter reports findings by integrating the Ministry officials' perspectives generated through interviews with data from document analysis to describe ETP 2014 development process. The findings in this chapter are presented, analyzed, and briefly discussed to reflect Weaver-Hightower's (2008) ecology metaphor of policy analysis. This chapter will look mainly at the initiation or policy development stage.

I begin this chapter by recapping the documents I reviewed for this study and briefly explain why these documents and not others. This is followed by reporting contextual issues that gave rise to ETP 2014, how this policy emerged, what problems it intended to address and to what extent has it affected Tanzanian secondary education.

Why ETP 2014 and other Policy Documents?

There are many benefits of using document review analysis as a tool for data collection in research, such as gaining background or contextual insights regarding the study at hand (Bowen, 2009). Document analysis also offers the researcher an opportunity to combine documents with other data collection methods such as interviews to comprehensively understand the topic under study (Yanow, 2007). For critical education research studies, document analysis does more than triangulating and contextualizing information as suggested above. It offers the researcher with information related to the participants' knowledge and power, their beliefs, actions, and reactions when they are interacting with others in the social world (Diem et al., 2019).

Drawing from these insights and the research questions of this study, I reviewed ETP 2014 alongside other policy documents of the Ministry of Education. These included Tanzania Secondary Education Curriculum, Secondary Education Development Program (SEDEP II 2010-2015) and the National Framework for Continuous Professional Development for Practicing

Teachers (NF-CPDPT 2017). These documents were selected mainly because they represent strategies adopted by the Ministry of Education Science and Technology to support the educational changes engineered by the ETP 2014.

ETP 2014 is currently the primary operating educational policy in Tanzania. Reviewing this policy contributed to better understand the policy development process and how policy intentions align with different ongoing educational reforms in Tanzanian secondary education. The Tanzanian secondary education curriculum document provided insights regarding curriculum change, issues of class size, teachers' working conditions and classroom realities as well as available teaching and learning resources towards implementing change. The third policy document was the Secondary Education Development Program II (SEDP 2011-2015). This was reviewed to better understand the focal areas the government is concerned with, including how they ensure that the guidelines being appropriately followed by teachers and school leaders. Concerns such as promoting independent learning, fostering higher order thinking and analytical skills as well as institutionalizing cross cutting issues as advocated in the secondary school curriculum and the educational policy are the primary focus of SEDEP II (MoEVT, 2010). The review of SEDEP II was meant to identify strategies and programs in place to improve students learning outcomes through various educational reforms on-going in Tanzanian secondary education.

The last policy document reviewed for the purpose of this study is the National Framework for Continuous Professional Development for Practicing Teachers (NF-CPDPT 2017). This strategy was adopted to equip teachers in elementary and secondary education with skills and competencies needed to implement change effectively. The review of this document provides insights into the governments' commitment to empowering teachers and strengthening professionalism as teachers and school leaders engage in implementing educational change

initiatives. The review of this policy document also explores how the issues of professional development opportunities for school leaders and teachers either foster or constrain educational change in Tanzania.

To make sense of the documents summarized above, I used the protocol (Table 9) to annotate along with an analytical question to guide my thinking and analysis. The protocol was used to analyze all the documents I reviewed as part of data collection method.

Table 9*Document Analysis Protocol*

Sn	Item	Question for Analysis
1.	Name/title of document	What is the title of the document?
2.	Type and date of document	What type of document and when was it written
3.	Author/creator (s) of document	Who is the author of the document?
4.	Position /organization (s) of author	What position does the author hold?
5.	Background of author/ creator(s)	What are the credentials or experience of the author?
6.	General overview of the document	Which perspective is the document advocating?
7.	Unique characteristics of the document or biases	Does anything stand out?
8.	Message of the document	What message does the document stimulate? What dominant educational discourses are in evidence?
9.	Audience for the document	From which viewpoint is the document written?
10.	Purpose/ objective of document	What is the purpose of the document?
11.	Topic/issue of document	What is the topical issue covered in the document?
12.	Consistency or relation to other documents	Is the document consistent to other policy documents?
13.	Conflict or agreement with other documents about the topic or Issue	To what extent is this document conflicting or agreeing with other policy documents?
14.	Question (s) left unanswered by the document	What questions remain unanswered in this policy document?

Source: Field data

As noted in the introduction section of this chapter, the ETP 2014 development process is understood through Weaver-Hightower's (2008) ecology metaphor of policy analysis. This

framework recommends researchers studying educational policy studies to pay attention to the following features.

- Actors involved, particularly the influential ones.
- How the actors relate and interact each other.
- Structures and contexts that define actors' actions/practices.
- The history of policy initiatives.
- Processes actors are dealing with, reacting to, or creating.

The ecology of policy analysis framework (Table 4 in Chapter Two) constitutes four elements that researchers and analysts involved in problematizing educational policy studies must consider: actors, relationships, context and structures and processes. Having described the documents reviewed for this study and how ETP 2014 making process fits within Weaver-Hightower's (2008) ecology metaphor policy analysis, the section that follow reports findings from document review analysis and interviews.

Factors for ETP 2014 Development

ETP 2014 was developed as a reform strategy mandated by the government through a process which sought to review and harmonize existing policy measures, such as the Vocational Education and Training Policy (1996), the National Higher Education Policy (1999), and the Information and Communication Technology (ICT) Policy for Basic Education (2007) that were simultaneously operating at different levels of education (MoEVT, 2010; URT, 2014). It was thought essential to come up with a single educational policy that will guide the provision of education from pre-primary to tertiary education as well as training of professionals of different cadres (URT, 2014). The development of ETP 2014 was influenced by various factors unpacked below.

Uncoordinated and Challenges of a Former Educational Training Policy

The analysis of ETP 2014 document suggested that the new policy came into being to accommodate shortcomings and challenges discovered during the review of the former Educational Training Policy- ETP 1995 (Haki-Elimu, 2021; URT, 2014). This is following the evaluation of the implementation of ETP 1995 conducted by government to ascertain how ETP 1995 (along other policies operating in the country prior 2014) were doing to bring the desired outcomes in education. The evaluation report by the government outlined a few challenges that they thought stalked the implementation process calling for a new policy to rectify the situation:

There have been many challenges that emerged during the implementation of these policies, which have affected the quality and equity of the education that is being offered at different levels. These challenges include shortage of infrastructure and teaching and learning materials such as books, laboratories, libraries and class rooms; shortage of teachers, particularly science, mathematics, skills, arithmetic and writing; deterioration of teaching moral among teachers because of unsatisfactory benefits and difficult working environment; poor recognition of students with special needs and poor learning environment; lack of any procedure for recognizing and promoting students with talents... (URT, 2014, p. 1).

Findings from the document analysis are supported by evidence from interview data where Ministry officials shared the following experiences:

Previously we had many policies operating simultaneously. For example, the National Higher Education Policy of 1999, the Educational Training Policy of 1995, the Vocational and Training Policy of 1996 and the Primary School Information and Communication Technology Policy of 2007. Each

of these policies operated in isolation leading to an uncoordinated education system (Participant 26, Ministry official).

The same participant continues observing that:

... if you ask yourself, what is the purpose of education? the answer could be, to equip learners with competencies and capacities they require to flourish and survive. So, when it happens that the education you are offering does not serve this purpose, things must be changed and to bring long- lasting impact, policies guiding the provision of that education must change too. This is what happened in 2014, the former educational training policy was not delivering to the public's expectations... (Participant 26, Ministry official).

Another Ministry official added that:

The Ministry of Education is aware of the challenges encountered during the implementation of the former Education and Training Policy and other policies that operated in the country. One of the challenges is that the former policy had no sustainable professional development programs for teachers in place. This affected the quality of education badly... because of that, a new policy put in place, thereafter, pays attention to professional development and the working conditions of teachers to boost their morale (Participant 25, Ministry official).

Evidence from ETP 2014 documentation and interview data suggest that due to deficiencies recorded during the implementation of the former Education and Training Policy and other sectoral policies, it was deemed important for the government to come up with strategies that would fix and improve the quality of education (URT, 2014). In addition,

evidence from both document review and interviews link ETP 2014 development with the governments' desire to have a well-coordinated education policy that will guide the provision of quality education in the country. The intention was to avoid a piecemeal education system and come up with a coordinated one to ensure that quality education is provided at different levels of education in Tanzania.

Regional and International Agreements

The analysis of ETP 2014 document revealed that ETP 1995 (the previous Educational and Training Policy in Tanzania) did not accommodate regional and international considerations (URT, 2014). To address this, ETP 2014 incorporated several international declarations and protocols in its making. Evidence from documents such as ETP 2014 and Secondary Education Program (SEDEP II) suggests that the new policy was also influenced by the regional and international agreements. These forces incited some changes in the educational policies to meet the national aspirations and strengthen the regional and international cooperation:

Following the National Development Vision 2025 and the National Long Term Development Plan 2011/12 to 2024/25, the Government aims at building an educated society which is eager to learn. Along with that intention, Tanzania has ratified the SADC Protocol (1997) on Education and Training urging member countries to have a compulsory basic education for a period of not less than nine years; Dakar (2000) Protocol on Education for All; The UNESCO Perth Agreement (2007) on Science, Technology and Education and Vocational Training by the Unity of the East African Community (URT, 2014, p. 5).

The review of ETP 2014 revealed further the structure of the current education system of 2+7+4+2+3 seemed inefficient to produce human resources required to realize the 2025 national

development vision (URT, 2014, MoEVT, 2010):

Likewise, the 2+7+4+2+3+ structure takes 18 years to produce human resources. This means a pupil who begins schooling at the age of 7 years will complete higher education while they are approximately 23 years of age. This is an advance age compared with other countries like those of Southern Africa, Mauritius, Malaysia, and the Philippines where a youth who completes high education is approximately between 20 and 22 years of age (URT, 2014, p. 3).

It is worth noting that despite the governments' desire to change from the present education structure ¹(2+7+4+2+3+) to (1+6+4+2+3+) the proposed one in ETP 2014, this new structure has not been implemented. In addition, the findings presented above illustrate how different protocols, which the government of Tanzania has ratified as a member state contributed to the development of ETP 2014. An example is the SADC (Southern African Development Community) Protocol on Education and Training 1997, this agreement, signed by heads of governments in 1997, calls upon regional integration and cooperation in the areas of education and training among member states. The goal is to equip learners in this region with 21st century skills (Kamwendo, 2009).

The Dakar Framework for Action: Education for All (2000) is another area of international agreement where Tanzania as a global community member state must show commitment. The Dakar framework is acknowledged as an extension of the advocacy for

¹ 2 years of pre- primary education
 6/7 years of primary education
 4 years of low-level secondary education
 2 years of High school
 3 years or more of Tertiary education

universal education in the 1990 in Jomtien Declaration on Education for All (Madani, 2019). The Dakar framework provides “a blueprint for development by 2015 of education system around the world” (Tamatea, 2005, p. 313).

UNESCO Perth Declaration Science and Technology Education (2007) is another international agreement consented by the government of Tanzania regarding science and technology. This declaration is a result of a four-days conference for science teachers held in Perth, Western Australia in 2007. Among other deliberations, members in attendance from 50 countries worldwide recommended and requested their governments to; a) promote critical awareness of the contribution of science and technology to personal, social, economic and environmental wellbeing through building partnerships with national stakeholders and the media; b) initiate revisions of the curriculum for school science and technology that will increase student interest in and recognition of the roles of science and technology in society; c) sensitize from the primary years onwards the career opportunities that stem from the study of science and technology; d) recruit graduates into science and technology teaching and to value, support and retain them with appropriate rewards; e) engage in greater international cooperation to ensure the provision of well-trained science and technology teachers to meet current and future challenges (Gough, 2008 pp. 49-50).

Employability and the Labour Market Skills

Evidence from ETP 2014 and SEDEP II show that ETP 2014 development was a result of incompetent graduates and the quality of education provided in the country that were not meeting the labour market requirements. As a response to this challenge, the government introduced changes that involved the national policies and curriculums to ensure students graduate with the required labour market skills:

...there are also challenges in improving the quality of education and

training as curriculums at different education and training levels could not meet the requirements of economic, social, scientific, and technological changes thus producing incompetent graduates who could not compete at the labour market (URT, 2014, p. 3).

Similar evidence is also observed by the Ministry officials who linked the development of ETP 2014 with the need to equip graduates with employability and labour market skills:

Changes in science and technology, the need for new skills in the labour market, all these, called for a new policy that would respond to those changes. It is true that the labour market requirements and demands, necessitated a reform in curriculum, policies and other aspects related to education in our country (Participant 26, Ministry official).

Speaking from professional development perspective, another Ministry official added by saying that:

To prepare youths as workers in the everchanging labour market, we needed a policy that will put in place strategic plans and programs to equip teachers with multi-skills such as (creativity, ICT knowledge) and be able to transfer them to students as future workers in the country (Participant 25, Ministry official).

A second Ministry official added by sharing that:

If you carefully read this policy, you realize that Tanzania needed an educational policy that will guide the provision of quality education to attain the 2025 national vision and mission... (Participant 26, Ministry official).

Document analysis and interview data revealed that ETP 2014 was influenced by multiple factors that ranged from the demands of the market economy, development of science and

technology, policy diffusion and poor implementation of the former policy that was not delivering to the general public's expectations. Studies also add to this list by reporting that the economic deterioration that hit the country in 1980s and 1990s following Structural Adjustment Programs (SAPs) influenced policy change (URT, 2014). This is because the Tanzanian government relied a great deal on donor countries to revamp the economy which included the development and implementation of various policies to restore critical social services such as health and education to the public (Buchert, 1997). The development and later the implementation of educational policies of 1995 and 2014 were influenced by factors beyond the country (Kapilima, 2018).

The Role of Research in the Development of ETP 2014

Ministry officials also pointed out the contribution of research in the process of developing ETP 2014. The officials held a strong view that there are no organisations, groups of people can be singled out as the one who influenced the development of this policy. Instead, they refer to research and reports from different institutions playing a central role in policy change:

There are no organisations, groups of people can be singled out as the ones who influenced /directed the government to change the policy. However, with reference to research and reports from different institutions both private and public sector, suggested a need for policy change. That is another way of saying that the research and reports provided feedback on the quality of education in the country. Many of the research and reports submitted to the government prior 2014 suggested policy change (Participant 26, Ministry Official).

According to the Ministry official in the quote above, research provided feedback on the quality of education in the country and recommended changes in both curriculum and policy.

In addition, the officials provided detailed accounts concerning the development of this policy under the umbrella of Joint Education Sector Review (JESR). It is called “joint” because it involves public and private sector partnerships. The private sector involves development partners (DPs, and NGOs). The JESR review helped to highlight areas needing to be modified or completely changed and recommend the way forward. In MoEST, JESR is the platform that informs the extent to which the curriculum and policies are being implemented countrywide. Therefore, the development of ETP 2014 reflects JESR review procedures in quote below:

The development of ETP 2014 is the result of joint initiatives between the Ministry of Education and other stakeholders under the umbrella of Joint Education Sector Review. It is called joint because it involves stakeholders from the public and private sector to review the implementation of policies and curriculum in the country. The review helps to spot areas that need to be reviewed or modified or completely changed. The joint review also ends up in a meeting where it discusses the way forward. Briefly, I can say, the development of ETP 2014 followed the same procedures (Participant 26, Ministry official).

The implication of these findings is that although the government, through the MoEST, makes the final decision regarding educational change, policy-making in the Tanzanian context is a joint process that involves Public and Private Partnership (PPP). In addition, research seems to be playing a central role in the policy making process in Tanzania. Weaver-Hightower (2008) defines this as a symbiotic relationship in policy-making. This is to say, the relationship that exists between the government and universities or research institutions may be viable because it is based on a reciprocal relationship, exchanging accountability information for funding.

In summary, the document review and interview analysis identify six factors that describe the development of ETP 2014. These are (a) changes in job market economy demands, (b) changes brought by science and technology, (c) policy diffusion, (d) failure of the previous Educational and Training Policy, (e) research, and (f) public private partnership.

Alongside factors responsible for the development of ETP 2014, I was also interested to find out actors involved, what role they played and why some actors dominated the process of developing this policy. From the review of ETP documents and the related literature, I learned that a traditional policy cycle approach, where all perceived potential policy stakeholders are invited to send representatives to participate in the process, was employed as a strategy in developing ETP 2014 (Kapilima, 2018; URT, 2014).

Actors Involved in Development of ETP 2014

The findings from interviews regarding which actor, if any, dominated the policy development process were nuanced in that there appear to be multiple voices regarding actors' influence in the development process. The Ministry education officials recounted that there was no influence from any external group of actors but appeared complacent about ministry dominance. One of the participants narrated:

Policy development is a very sensitive activity. No matter how strong an individual or group or an institution might be; it will never influence the decisions to adopt it. In other words, policy development cannot be influenced by any actor either local, external forces, individuals, or institutions. The government has its own apparatus to inform the policy making processes (Participant 26, Ministry official).

Another Ministry official recounted the same experience by stating that:

Every government or department has got its own protocol of doing the job, this applies to the Ministry of education in relation to the development of 2014 ETP. The Ministry as custodian of education called upon all stakeholders to take part in formulating the policy. This means that there was not any single actor or group of actors who dominated the policy making process (Participant 25, Ministry official).

The denials from the Ministry official concerning the existence of actors who dominated the development of 2014 policy contrast with findings from teachers and school leaders. They specifically cite politicians and education officials working at the Ministry of Education as influencing and dominating the decisions to develop ETP 2014. These perspectives are presented in Chapters 5 and 6 respectively.

Data suggests that actors involved in in developing ETP 2014 can be categorized into groups of private, public, and civil society organisations and international organisations. Table 10 illustrates further.

Table 10*Actors Involved in Developing ETP 2014*

Sn	Category	Actor Name	Reporting to
1	Public/Government	Ministry of Education Science and Technology (MoEST)	Central government
		Ministry of State Presidents' Office Regional Administration and Local Government (PRO-RALG)	Central government
		Tanzania Institute of Education (TIE)	MoEST
		National Council for Technical Education (NACTE)	MoEST
		National Examination Council of Tanzania (NECTA)-	MoEST
		Vocational Education and Training Authority (VETA)	MoEST
		Vice Chancellors, Principals and Provosts in Tanzania (CVCPT)	MoEST
		Higher Education Students Loans Board (HESLB)	MoEST
		Students Higher Learning Institutions Organisation (TAHLISO)	High learning institutions
		Tanzania School Heads Association (TAHOSSA)	PRO-RALG
Tanzania Teacher Union (TTU)	PRO-RALG		
2	Private	Managers and Owners of Non-Governmental Schools and Colleges (TOMONGSCO).	Non-government and private
3	Civil Society Organisations	Tanzania education network (Ten MET)	Non-profit organizations
		Haki-Elimu "Right to Education"	Non-profit organizations
		Twaweza "we can"	Non-profit organizations
		Christians Social Services Commissions (CSC)	Faith based organisation
		National Muslim Council of Tanzania (NMCT).	Faith based organisation
4	International Organisations	Campaign for Female Education	Donor community
		Plan International	Donor community

Source: Field data

Table 10 shows that at the national level, the government (public) was represented by officials from the Ministry of Education Science and Technology (MoEST), formerly known as the Ministry of Education and Vocational Training (MoEVT). Officials also came from the

Ministry of State Presidents' Office, Regional Administration and Local Government (PRO-RALG). While MoEST deals more with policy development and training, PRO-RALG is responsible for implementation and delivery of secondary education in Tanzania.

The public was also represented by officials from various agencies of the Ministry of Education Science and Technology (MoEST) including the Tanzania Institute of Education (TIE) responsible for curriculum development, and the National Council for Technical Education (NACTE), which oversees the provision of technical education and training. There were also representatives from the National Examination Council of Tanzania (NECTA) dealing with administration and assessment of all National Examinations in the country. Lastly, the Vocational Education and Training Authority (VETA) is responsible for promoting vocational education and training in the country.

In addition, the opinions of universities and colleges were presented by three groups of actors such as the Committee of Vice Chancellors, Principals and Provosts in Tanzania (CVCPT), Higher Education Students Loans Board (HESLB) responsible with funding higher education in Tanzania, and Students Higher Learning Institutions Organisation (TAHLISO), which represented opinions of students from higher learning institutions (Kapilima, 2018).

Findings from the document review further suggest that from the local (school) level, school leaders were represented by the Tanzania School Heads Association (TAHOSSA). This is the association of public secondary school leaders and the Tanzania Teacher Union (TTU) represented teachers.

Private category had representation from the Tanzania Association of Managers and Owners of Non-Governmental Schools and Colleges (TOMONGSCO). This group represented non-governmental and privately owned schools and colleges. This category of actors was

included in the policy making process because of public and private partnerships operating in Tanzania secondary education.

The Community and Civil Society Organizations was represented by actors from non-profit making education networks and organizations as well as faith-based organizations. Non-profit organizations were represented, among others, by the Tanzania Education Network (Ten MET- a national network of civil society organisations creates a vision for quality education across the country), Haki-Elimu, Twaweza (both Haki-Elimu and Twaweza are local non-government organisations that advocate for right to education and the governments' transparency and accountability to citizens). Faith based actors were represented by the Christians Social Services Commissions, (CSC) and the National Muslim Council of Tanzania (NMCT). The last category of actors came from the international organisations such as the donor community. Despite such diverse representation of actors from local, national, and international levels, and the Ministry officials, policy development processes leading to ETP 2014 were dominated by bureaucrats (Kapilima, 2018).

The ETP document for example, demonstrates fewer actors involved in the later stages of policy development. It appears that some ideas and perspectives were seen not to fit the dominant approach and were not incorporated in the final policy. International organisations, including the donor community, were minimally involved in the early stages of development due to what Ministry officials referred to as the sensitive nature of the policy as a national document (Kapilima, 2018). The officials held a strong view that policy development has largely to be shaped by local factors and by actors within the National education system. To this, the ETP documents contain traces of influence from international, national, and local agency perspectives. For example, during the development of ETP 2014, competition was evident between the Ministry officials and the international development donors and agencies whereby

each side tried to push harder for its agenda to feature in the final drafts of the policy (Kapilima, 2018).

While such approach to policy development can be understood as a strategy to safeguard the interests of the nation, the findings of this study paint a different picture regarding the dominance of few actors in the later stages of ETP 2014 development. It was evident from the findings that tension or competition between actors led to biased policy drafts that favoured one side-the government and its agencies while ignoring recommendations and opinions from non-government groups and agencies.

The dominance of government officials and the politicians in the policy-making process is an indication of predation, a type of relationship in policy making process where some actors selfishly exert power control over others for their own benefits (Weaver-Hightower, 2008). The practical implication of these findings is that the educational policy making process is a contested phenomenon. To be effective, it requires diverse opinions of actors interested in policy development from local to international levels. However, scholars warn that actors at the international level (e.g., donor agencies) in policy development may disempower countries especially those in the Global South with capacity and sovereignty to develop their own educational policies and design education programs that are relevant to their context (Taylor et al., 1997).

Multiple Relationships Between and Among Actors

Educational policy development as well as implementation are human relational endeavors that are negotiated within the power interactions of different actors (Honig, 2006; Levin, 2001). A review of documents in this study suggests that the development of ETP 2014 featured interaction patterns and relationships that ranged from cooperation to competition. In addition, the development of ETP 2014 was characterized by multiple relationships between and

among actors such as predation, cooperation, competition, and symbiosis. For instance, in her study, Kapilima (2020) reported that recommendations by influential actors—in this case, government officials and politicians—dominated the final drafts of the policy over other actors' opinions. As noted above, the dominance of these actors led to a predation relationship. In this study, I view bureaucrats and politicians' dominance in the ETP 2014 development as a form of predation because these actors use their power to make decisions reflecting their own interests. This implies that the bureaucrats and politicians used ETP 2014 as an opportunity to protect their positions (offices) and by doing so, they deny other actors especially those at the micro level an opportunity to develop a policy relevant to their local context. For example, it was revealed through the interview findings that as a strategy to put ETP 2014 intentions into action the policy makers had opted to bring more in-service training for science teachers, construct more labs, purchase more books for science subjects to realize the *Industrialize Tanzania* strategy and the 2025 national development goal:

For a long time, we have had batches of teacher development programs, for example, like in these seven years, we've done a lot in science subjects. So, science and mathematics teachers have received a lot of trainings and professional development dossier because those are the priorities of the country right now. When you have a country with resources, Yeah, you look at the priorities, okay. So, to be honest, I feel sorry for teachers teaching other subjects like social sciences. I would say a bigger chunk of teachers are still getting a little professional development (Participant 25, Ministry official).

From the quote, the Ministry official describes the importance of priorities in an education system such as Tanzania where resources are extremely limited. However, having

priorities in this context conveys a predation relationship because the Ministry wanted to demonstrate to the donor community the “modernity” of the education system even though they knew this would be an illusion without the resources to implement. A key implication is that predation relations have detrimental effects when it is applied by officials to serve their interests. In addition, I argue that although it makes sense to set priorities because of limited resources, to achieve the Tanzanian 2025 national development vision requires professionals of different expertise not only mathematicians and scientists.

Cooperation is another form of relationship demonstrated within the ETP 2014 development process. The document review findings of my study show that the Ministry of Education Science and Technology (MoEST) and the governmental agencies such as NECTA, TIE, VETA cooperated in developing ETP 2014. The Ministry and these agencies worked cooperatively to control the final drafts of the policy documents and to make sure that their opinions and recommendations were dominant. As noted in the previous section of this chapter, the goal was to make sure that the government interests were protected because of its position it assumes in public policy making processes. This reflects the fact that in a centralized education system such as Tanzania, cooperation can be in terms of control where the government uses its various apparatuses to supervise, monitor, and evaluate the development and then assess how the policy operates. The government also provides a legal framework and authorizes policy implementation. This in turn, places the MoEST as well agencies working under it at the central locus during policy making as the final decision maker. As Table 10 illustrates, the government was overrepresented in the ETP 2014 development. There were eight groups of actors representing the government from the national and three actors from the local levels. This larger composition of actors representing the government could make it easier for them to cooperate to

protect the interest of the government against 5, 2 and 1 actors representing Civil Society Organisations, International Organisations and Private Organisations respectively.

Finally, symbiosis is the last form of relationship that characterized the development of 2014 ETP. The reports by UNESCO (1997) and Kapilima (2018) illustrate more clearly this relationship. The two reports described this relationship by referring to the contribution of internal and external factors in the development of ETP 2014. The document review analysis suggested that the International Development Partners (IDPs), as part of the external factors were represented by two agencies such as Campaign for Female Education and Plan International. Acting as part of IDPs, these agencies advocated for girls' education and rights. As a result, their advocacy was featured in the final draft of the policy document as is reflected in the 2014 educational training policy statement section 3.3.3, stipulating that "the government in partnership with other educational stakeholders is focusing to ensure that gender equality on matters related to education and training is in place" (URT, p 43). However, Buchert (1997) warned in his study of policy making that such relationships rarely prosper given different priorities, agenda and interests between the national governments and international aid agencies. The implication of this finding to policy is that the international layer in policy making may complicate both policy development and implementation given the local capacities, realities and demands (Fumasoli et al., 2018). This suggests that a country may embrace the international recommendations and incorporate them in the final draft of the policy proposal as it was the case with the ETP 2014 development with an opportunistic motive of getting funding from the donor communities. This points to a performative relationship, which may have insignificant impact during the implementation process.

The Process

According to Weaver-Hightower (2008), process, the last element within the policy ecology model, entails dynamics that are brought up by natural or constructed change in the relationships between actors and within environments. In the policy ecology perspective, processes shape the interactions of actors, relationship, and contexts where policy making is occurring. It was revealed through the findings of my study that the development of ETP 2014 was largely negotiated within top-down approaches whereby political leaders as well as prominent government officials' recommendations and opinions dominated the last version of the policy proposal (Kapilima 2018).

According to Weaver-Hightower (2008) process is not a stable element in the policy analysis ecology model. The tendency of policy bureaucrats to ally with politicians to dominate the final drafts of ETP 2014 reflects an emergent, an element that Weaver-Hightower (2008) describes as new ecologies emerge because actors and resources are available. This suggests that in the ETP 2014 development, there emerged a "sub-ecology" comprised of politicians and policy bureaucrats working at the Ministry of Education. These actors at different capacities dominated and largely influenced the last drafts of ETP 2014 proposal.

The study findings indicate further that given the sensitivity of an educational policy as an instrument used by the government to set priorities and allocate resources (Bakuza, 2014), the officials working at the Ministry of Education had to ally with politicians and other prominent figures in the country to make sure that values, ideologies, and interests of the nation were upheld and preserved. In the ETP 2014 development process, top-down approach defined the extent to which actors interacted with others and how this relationship was negotiated within the realm of power and context (Kapilima, 2018; URT, 2014).

Chapter Summary

Chapter four has summarized actors, relationship, context, and processes within which ETP 2014 was developed. In this chapter, I have briefly commented on the officials' perspectives regarding how this policy is affecting Tanzanian secondary education. In summary, the development process of ETP 2014 can be understood from external and internal influences. The findings of the study suggest that there is a closer link between ETP 2014 and the forces of globalization that continue shaping Tanzanian secondary education to date. For example, following the UNESCO Perth Agreement on Science and Technology in 2007, the government of Tanzania through ETP 2014 has paid special attention to science and technology leading to *Industrialize Tanzania* strategy that is focused to create strong work force of scientists who will help the country to realize its 2025 National Development Vision aspirations.

Employability and the demands of new skills in the global economic system is another way through which the global forces align with the development of ETP 2014. The new ways of training and recruiting students to enable them acquire core competencies necessary in the global labour market influenced ETP 2014 development process. It is reported through the findings of my study that the introduction of *Learner-Centered Approach* and a paradigm shift from content-based curriculum to *Competency-Based Curriculum* were all meant to equip learners with employability skills.

Although the Ministry officials denied the presence of actors who dominated the development of ETP 2014, there are evidence in the document review data that suggests that ETP 2014 is the result of the Ministry officials' dominance. The number of agencies under the Ministry of Education Science and Technology and their participation in the process is an indication of how this policy was shaped and dominated by interests of the government. The implication is that although the development of ETP 2014 involved many actors from diverse

groups, the dominance of political bureaucrats and prominent government officials in the final drafts pose a challenge to the relevance of the policy given complex realities of classrooms in Tanzanian schools. The dominance of top government officials excluded the grassroots actors who would have final responsibility for implementing the policy.

Chapter 5: School Leaders' Perspectives on Educational Change

Introduction

In Chapter Four I reported findings on ETP 2014 development process in Tanzania from the policymaker's perspective. This chapter presents findings concerning the process of educational change from the perspectives of school leaders. Findings are organised and presented in two main sections. Section one outlines contemporary or on-going change initiatives in Tanzanian secondary education by synthesizing decisions that led to their initiation. This is followed by a part on the second phase of change implementation, where factors characterizing the implementation of ETP2014 in Tanzanian secondary education are unpacked. Section two analyzes and briefly discusses how this policy is affecting secondary education. This is approached through examining the limitations of ETP 2014 in relation to educational change.

On-going Educational Changes in Tanzanian Selected Secondary Schools

Interview data revealed that school leaders were involved in several educational change initiatives either as initiators or implementers of micro and macro educational reforms. Micro change initiatives are those that were initiated at school level and the macro set included those initiated at the national or Ministry level.

Table 11*Contemporary Educational Change and Innovations in Tanzanian Secondary Education*

Sn	Reform/Strategy	Initiated at	Goal	Ns
1	Exams results optimization	School	Improve exam pass rate	3
2	Leaner-Centered	MoEST	Students as co-leaners	6
3	Competency- Based Curriculum	MoEST	Competent leaners	6
4	Industrializing Tanzania	MoEST	Innovating science and technology	6
5	Ability grouping	School	Understand students' needs	2
6	Improvisation	School	Producing locally based T/L materials	1
7	Holiday package	School	Improve performance	1
8	E-learning	School	Connect with others online.	1
9	Fee Free Education	MoEST	Education for all	6

Source: Field data

Key: Ns-number of schools implementing the reform/strategy

MoEST-Ministry of Education Science and Technology

T/L- teaching and learning materials

Sn-serial numbers

Table 11 shows that school leaders who participated in this study were involved in various educational reforms that were either initiated by schools or the Ministry of Education Science and Technology (MoEST). School-initiated educational reforms represent changes that focused on improving some aspects of teaching and learning at school level. Changes of this sort were initiated either by teachers, school leaders or any other actors working at the micro level of education system. School-based or micro educational reforms included ability grouping, improvisation, holiday package, and e-learning.

The table also shows that there were educational change initiatives that were instigated with a top-down, centralized, or macro educational reforms approach. This category of changes

includes attempts to alter the curriculum, instructional practices, or organizational structure to improve the education system. Examples of these reforms included a shift from content-based to *Competency-Based Curriculum (CBC)*, *Fee Free Education*, approaches to *Industrialize Tanzania*, and *Learner-Centered Approach*. It is worth noting that these are change initiatives that were officiated by the Ministry of Education Science and Technology (MoEST, formerly known as the Ministry of Education and Vocational Training as strategies to implement ETP 2014. The specific macro changes driven by ETP 2014 included CBC, *Leaner-Centered Approach*, preparation for the *Industrialization of Tanzania*, and *Fee Free Education* as strategies to bring change in the classroom.

School leaders' perspectives regarding initiation, implementation, and institutionalization of change will only include macro (state initiated) educational reform initiatives, as the focus of this study. In the following section I present school leaders' perspectives regarding the process of initiating change in Tanzanian secondary education.

Initiation

Initiation is the “process leading up to and including the decision to proceed with implementation” (Fullan, 2007). Table 12 summarizes factors that incited the decision to initiate different change initiatives that continue to shape Tanzanian secondary education. There are four macro educational change initiatives including *Competency-Based Curriculum (CBC)*, *Industrialize Tanzania Strategy*, *Leaner Centered Approach* and *Fee Free Education*. The interview data suggests that motivation to initiate these changes ranges from new policy to community pressure as the table shows.

Table 12

Factors Influencing Initiation of Change in Tanzanian Secondary Education.

Factors	On-going educational changes in Tanzania			
	CBC	Industrialize Tanzania	Learner- Centered	Fee Free Education.
New policy	√	√	√	√
Teacher advocacy				
Existence of innovation	√			
External change agents	√			
Advocacy from administration				
Access to innovation	√			
Problem-solving /bureaucratic	√	√	√	√
Community support/pressure	√		√	√

Source: Interview field data

Responding on what sort of changes or innovations their schools were involved in and what factors incited the decision for those reforms, school leaders identified several change initiatives against factors that incited their initiation. School leaders' perspectives are presented in the following sections.

New policy. My policy summary showed that ETP 2014 called for and officiated a new curriculum and pedagogy to equip students with core knowledge skills. To realize this objective, a mandatory shift from content-based to competency-based curriculum was made (URT, 2014). A broad objective of CBC was to equip students with core competencies and skills essential for their survival and success in the world of work. Participants identified CBC change initiative as a key tool enabled by ETP 2014 and a means for delivering on the governments' commitment to

improve the quality of education. Commenting on how CBC was initiated, the participants had these observations:

CBC aligns with 2014 ETP intentions and because of this, the policy states that education must play a central role to achieve the 2025 Tanzania vision of becoming a middle-income country with well-educated and competent citizens (Participant 1, school leader).

Another school leader added:

As you know, secondary education is undergoing a shift from content-based curriculum to competency-based curriculum, which was made mandatory by the new policy in 2014. Since, then our focus has been to ensure that the curriculum is effectively implemented and the learning outcomes are well monitored and evaluated (Participant 9, school leader).

To make sure that the paradigm shift from content-based curriculum to competence-based curriculum was a success, the government mandated a change in classroom instructions and pedagogy, which is referred in this study as *Learner-Centred Approach* (LCA). Like CBC, LCA was also incited by ETP 2014. The analysis of interview data revealed that paradigm shift from content-based curriculum to CBC made it mandatory to alter previous classroom instructional practices. This changed the position and roles played by the teachers and students in the classroom. To implement CBC effectively, teachers' role changed from being an expert who imparts knowledge to a facilitator, guide, and motivator of students during teaching and learning process. To illustrate this argument one school leader observed this:

The emphasis on *Competency-Based Curriculum* is to enable teachers and students to co-learn as opposed to content based curriculum that was teacher centered (Participant 1, school leader).

From the quote above, one may argue that CBC is a state mandated change whose implementation was influenced by ETP 2014. This change initiative was to go in hand with changing classroom instruction to attain desired learning outcomes. Moreover, the implementation of the new curriculum required new ways of teaching and learning, new ways of preparing and using teaching and learning materials, new ways of assessing the learning outcomes, and a new power relation in the classroom.

External Change Agents (External Influence). Findings from interviews and document analysis demonstrated that there were other factors that prompted the initiation of different educational changes in Tanzanian secondary education. Data from interviews suggested that educational change initiatives such as CBC were facilitated by external factors which included forces at the global and regional levels as captured in the excerpts below:

As a country, we are not an Island. As people we interact with others in around the globe in pursuit of education and green pastures, so we are required to be competent and able to compete (Participant 9, school leader).

The expert above illustrates how the global forces contributed to the initiation of CBC change. In addition, the participant continues explaining how she thought CBC was motivated in part by regional forces:

I think you have heard a lot of complaints from different stakeholders such as parents and employers who see young people lacking skills and competencies required in the job market compared to graduates from the neighbouring countries of Kenya and Uganda. This is why the curriculum had to change to address these issues (Participant 9, school leader).

The school leaders' perspectives are supported by the findings from the document review data presented below:

... challenges in improving the quality of education and training as curriculums at different education and training levels could not meet the requirements of economic, social, scientific, and technological changes thus producing incompetent graduates who could not compete at the labour market (URT, 2014 p. 3).

Both interview and documentary evidence suggest that it was essential to modify or innovate the curriculum to equip youth with necessary competencies and prepare them for the world of work. Similar findings are also reported by Mayega (2020) in which the author suggests that CBC is not a new concept in the educational change landscape in Tanzania but rather has been evolving since independence. Between 2005 and 2014 Tanzania reviewed its education policy, leading to the development of CBC to prepare young people with the world of work (Chaya, 2013; Kapilima; 2018; Mayega, 2020; Mushi, 2009; Sumra & Katararo, 2014).

Data from both document analysis and interviews described above reflect a neoliberal view of education that regards schooling as a strategy to prepare young people for jobs. According to neoliberal perspectives (Hursh, 2005), educational reforms ought to be concerned with enabling students acquire cores skills, find a job, and live a better life. Education in this perspective is geared to prepare students for work and compete for good paying jobs if they want to succeed in life (Chisholm & Wildeman, 2013; Tabulawa, 1998). To achieve that goal neoliberal philosophy and educational change activities are partly dependent on the advocacies played by political figures as illustrated in the excerpt below:

President Magufuli is focused to *Industrialize Tanzania* [pushing for science and technology] and prepare youths for work. To achieve this goal, secondary education must play the leading role... (Participant 9, school leader).

The findings presented under this subsection offer some insights concerning the intersectionality of educational change, a neoliberal philosophy of education, and politics in low-income countries such as Tanzania where many of the decisions about education reforms are top-down and political bureaucrats tend to play a leading role. It does not seem too much to say educational change can be seen as purely political. It suggests that the educational change landscape in Tanzania is largely dominated by top-down educational change initiatives where directives from political leaders and central administration play a central role, such as initiating industrialization in Tanzanian educational reforms. Given President Magufuli's advocacy, the Ministers and the educational officials serving in the two sister Ministries of MoEST and PRO-RALG closely monitor the implementation of this reform to make sure that science, mathematics, and technology school subjects are prioritized.

Existence of Innovation. There are also comments by school leaders suggesting that the initiation of some on-going educational change initiatives in Tanzanian secondary education were because of lessons or changes learnt from other countries. An example is when one school leader linked the initiation of CBC with changes happening in other parts of the world. The participant recounted:

My understanding is that a shift from content based to competency-based curriculum was influenced by what was happening in other countries. As we speak, competency-based curriculum has become a global phenomenon that seems to be successful in other countries around the globe (Participant 1, school leader).

The participant believes that the decision to adopt CBC was incited by what was happening in other parts of the world, and this reflects factor 3 in the Fullans model, existence of innovations elsewhere. This means that educational change may be influenced by existence of

innovations to draw lessons from. However, studies caution and recommends that policy makers need to be aware not every change they borrow and bring in their context will have the same impact as in the host setting from which it was adopted (Datnow, 2002). As it appears in Table 12, school leaders attributed CBC with multiple factors that ranged from problem solving, community pressure and access to innovation as factors responsible for the initiation of CBC.

Community Pressure. This is another factor that was cited by school leaders as responsible for the initiation of LCA, CBC and Fee Free Education educational change initiatives. Commenting on what lay behind the decision to move towards LCA, one school leader observed that learner -centred teaching approaches were educational change strategies that were meant to address the inadequacies of “spoon feeding” teaching approaches where the student becomes the recipient of knowledge in teaching and learning process:

The initiation of learner-centred approach is associated with a scenario that happened in early 2000s. The overall best high school student was discontinued from university studies in year one. This raised the public concerns which demanded answers from the government and education stakeholders. I think there were some research works that investigated the issue, and it was discovered that since he joined primary school this student studied in private schools and the kind of teaching was that of spoon feeding, getting everything from the teacher. This was to be changed (Participant 5, school leader).

It can be drawn from the data that apart from ETP 2014 and other policy directives, the idea of changing teaching approaches to enable students take charge of their own learning came as the result of community pressure which demanded answers from the government and from educational stakeholders regarding the discontinuation of an overall high school best student in

the country. Moreover, changing from spoon feeding to learner-centred teaching approach can also be described as the desire to solve problems that hindered students to learn effectively because of the dominance of teacher-centred teaching approaches.

Another school leader was of the view that both community pressure and opportunistic motives contributed to the initiation of *Fee Free Education* in Tanzanian secondary education.

Immediately after this change got implemented, there was massive number of students being enrolled to schools. This was timely because without it we would have ended up with many students out there. This could also mean that we were creating an explosive that would have come to hurt us later
(Participant 13, school leader).

Studies acknowledge that Fee Free Education change succeeded in increasing enrolment in public primary and secondary schools (Doniye, Muneja, & Ilomo, 2020; Haki-Elimu, 2016; Kapinga, 2017; Khamsi, 2017; Kindyamtima, 2017; Mwakalukwa, 2019; Shukran, 2018). However, higher enrolment incited many challenges leading to poor implementation of educational change initiatives in Tanzania secondary education. I will return to a discussion of these challenges under the policy-practice gaps subsection of this dissertation.

From the point of view of school leaders, there are multiple factors that incited the decision to initiate change in Tanzanian secondary education. Off all the factors, the (new) policy was identified as influential in initiating all the macro educational change initiatives that are on-going in Tanzanian secondary education. The practical implication of this finding is that educational policy is a fundamental influence in educational change landscape. However, to bring the desired change, educational policy must create conditions that brings actors from the micro levels and those from the macro level of education together with a shared meaning of change to make implementation a success (Malone et al., 2018).

Implementation of ETP 2104

Studies have consistently reported that putting change into action is the most difficult part of educational change initiatives (Datnow, 2002; Fullan, 2007; Levin, 2001). This is partly because implementation involves “putting into practice an idea, program or set of activities and structures new to the people attempting or expected to change”. Fullan (2007) has described success or failure of change in terms of (a) characteristics of change, (b) local characteristics, and (c) external factors, which I draw from to report and analyze school leaders’ perspectives concerning the implementation of change in Tanzanian secondary education.

Characteristics of Change: Need, clarity, complexity, and practicality. School leaders reported that many of the on-going educational change initiatives in Tanzanian secondary education are difficult to implement because of several factors including irrelevance of the adopted change, unclear goals, incompatibility with the classroom realities as well as lack of skills and competencies on part of the implementers. With reference to the characteristics of change with its sub-elements cited in the heading above, school leaders discussed why they thought the implementation of change in Tanzania secondary education was enabled or constrained by these elements.

Need for Change. This element is all about the necessity of change. Therefore, successful implementation depends on what actors consider necessary. Referring to different on-going educational change initiatives in Tanzania secondary education, school leaders shared the following experience:

...In my opinion, the government was not ready for this change because of poor implementation plans. Teachers were not prepared and the facilities in place could not enhance effective implementation of this change (Participant 13, school leader).

The participant is referring to fee free change or policy. However, the participant is not convinced by the implementation plans in place because teachers as key implementers were not prepared enough to do their job amidst poor working conditions and poor facilities. The participant is of the view that *Fee Free Education* change was not necessary because the Tanzanian secondary education setting did not support its implementation.

Other two school leaders who pointed out that:

Although we have started implementing the new curriculum (CBC), some actors such as teachers feel undecided because they don't see the necessity of this change given that their working conditions do not support it (Participant 9, school leader).

Another school leader also observed:

The implementation of change initiatives has been poor due to several reasons. An example is some teachers see *Competency-Based Curriculum and Learner-Centered Approach* as too demanding in terms of time and resources. Other teachers are reluctant because of poor infrastructures and poor learning environment that do not support effective implementation of these changes (Participant 21, school leader).

Similar findings are also reported by another school leader who was of the view that:

I know there are some teachers who see *Competency-Based Curriculum and Learner -Centered Approaches* as burden because they have huge workloads and overcrowded classrooms (Participant 17, school leader)

Clarity for Change. The findings of interview data from school leaders demonstrated the fact that the implementation of change in Tanzania secondary education was not a smooth process because of unclear instructions or what Fullan (2007) has referred as clarity for change.

The message across school leaders' opinions regarding this element is that many of the recommendations communicated to schools as guidelines to put change into practice were too prescriptive and yet too ambiguous to the implementers, especially teachers. This hindered effective implementation:

I should admit that although CBC, is now being implemented in our school, it raised a lot of noise and dilemma among teachers because they were not sure what to do (Participant 9, school leader).

Another school leader added saying:

In my school, the teachers' concern is that there are issues related to *Learner-Centred Approaches* that need to be accommodated before it gets implemented well. They raise issues like; it is time consuming, complicated, and demanding in terms of teaching approaches and learning materials (Participant 1, school leader).

Another school leader also reports that:

In the beginning teachers were reluctant to implement *CBC* because there were no clear instructions/guidelines of how to implement the new curriculum. After being trained they became confident and did their job. I think it is a normal thing to every one of us, if you are not sure of what you are doing, you won't be confident and you are likely to resist at some point (Participant 5, school leader).

Complexity and Practicality of Change: School settings can make implementation more complicated even if the adopted change is perceived necessary and reasonably clear to the implementers. Changes that do not align with actors' beliefs and practices are less likely to

succeed (Datnow, 2002). Regarding the complexity and practicality of change elements, school leaders had these views:

The major challenge is on how to go about implementing change.

Sometimes we receive directives to implement when we are not sure of what they want. So, this stands as a gap between what the policy makers want us to do and the practices at the school or classroom level (Participant 1, school leader).

There are also issues of competencies needed to put change into actions. Our teachers are not trained whenever a change is brought to school. All these challenges put together, that's why I said the shift from content based to *Competency-Based Curriculum* has been only done a half way (Participant 21, school leader).

Another school leader adds:

The policy intentions are good but in practice, some are non-implementable. An example is when the policy wants each classroom to have not more than 45 students or teach using *Learner-Centered Approach*. Do policy makers know exactly what is going on in the field? Are they aware of our class-size and the resources available? (Participant 9, school leader).

Local Factors: The community, principal, and teachers. Fullan (2007) sees local factors comprising the principal, the community, the teacher, and innovation history as key elements that shape the implementation of change. When these elements are absent, change is likely less to succeed. Studies have reported that the success of change at school level depends on the actions and interpretation of several

actors including teachers and school leaders (Levin, 2001). Equally important, the success of change depends on how different actors at the local level (e.g. school or district) bring together their ideas, commitment, energy, and expertise for a common goal. This suggests that the implementation process will succeed or fail depending on how actors at the local level interpret and commit themselves to change.

Principals and Teachers. The analysis of interview data revealed that the implementation of change in Tanzanian secondary education was enhanced or inhibited depending how school leaders interpreted the decision-making process leading to change and the interventions they took as intermediaries between teachers and policy/ decision makers.

One of the challenges I see facing us in the implementation process has something to do with the decisions to initiate change. It is common that the decisions that suggest policy, curriculum or pedagogy change do not involve actors in the field-teachers, school leaders, parents (Participant 1, school leader).

Arguing from a capacity building lens, another school leader observed:

Top-down decision-making approach brings many challenges to educators in schools. This is because some of the changes or policies may be totally unclear to implementers. Unless we receive trainings to orient ourselves to the proposed change, implementation will always never be easy (Participant 5, school).

Similarly, another school leader added:

In this country, it is always hard to find teachers and school leaders involved to formulate policies that will bring changes to schools. This is

where all the problems of implementation start... You cannot implement what you did not formulate (Participant 17, school leader).

The interview findings suggests that unless educators are involved in the decision-making about change, implementation may not be guaranteed. According to the excerpts above, there are two ways in which educators may be involved (1) participate to develop policy proposals that are suggesting change, (2) being oriented to change through professional development opportunities and workshops to inform them on what they are supposed to do about the proposed change.

However, taking a different perspective another school leaders observed that although changes brought to school in a top-down style constrained the implementation activities as observed by other school leaders reported above, it was still possible for school leaders to deploy their power and agency to ensure effective implementation of change. This participant recounted:

Knowing that my teachers were not conversant with the proposed change, I collaborated with other fellow school leaders to address this problem. We convened a meeting and invited officials from the Ministry to offer a seminar to all teachers especially the ones teaching candidate classrooms (forms II and IV). This was meant to train teachers on how to set questions and conduct assessments aligning with the new curriculum (Participant 9, school leader).

The practical implication of this finding is that even top-down change can be successfully implemented in schools. From the excerpt above, a school leader is seen affecting change positively by organizing, monitoring, and collaborating with fellow school leaders to empower teachers with the necessary skills they need to implement change. Commenting on how top-down change strategies can be implemented successfully, another school leader remarked in an interview:

When we received directives from the district education authority on how to raise school academic performance, I met my teachers to devise strategies we can use to implement this change. The teachers suggested that to implement this order (change) effectively, we should have more teaching hours and remedial classes. The decision to start classes earlier and finish late came from them, and I can tell, implementation is going on well (Participant, 13).

Participants 9 and 13 are aware that there have been difficulties to implement educational changes that are brought to school in top-down style. However, they strongly believe that school leaders can make significant difference when they commit themselves to change by involving teachers and other actors at school level. To exercise their agency and power, teachers need supportive working environment including the support from school administrators. This suggests that in a school where school leaders and teachers team up and work cooperatively, implementation is more likely to occur than in a school where these elements are absent. Similar findings are also reported by Fullan (2007) and Adams (2008) who found that implementation is enhanced when school administrators play a facilitating role by creating an atmosphere where teachers can collaborate to develop a shared meaning of change.

External Change Agents. These are bodies that set and define the structure of an education system including the national Ministry of Education, federal agencies, and university faculties (Fullan, 2007). The analysis of interview data demonstrated that the implementation of different on-going educational changes in Tanzania education was shaped by external factors. School leaders reported that the implementation of educational change in Tanzanian secondary education was shaped by the Ministry of Education Science and Technology (MoEST), President's Office Regional Administration and Local Government (PRO-RALG) and the

national agencies. School leaders attributed the implementation process of change by sharing the following views:

As you are aware, our country is pressing on for science and technology.

This is done to equip youths with job market skills and competencies. As strategies to implement *Industrialize Tanzania Strategy*, the government through MoEST as well as PRO-RALG is training science subject teachers and conducting seminars and workshops to equip teachers with the knowledge they need (Participant 9, school leader).

Through *Industrialize Tanzania Strategy*, the government is committed to train science subject teachers to implement change effectively. Teachers in the natural science areas have received more trainings, seminars, and workshops than their counterparts in the social studies. These efforts have helped in allocating resources, purchasing teaching and learning materials, and increased provision of in-service and professional development opportunities that are channeled to natural science subjects.

Another strategy through which external factors are shaping the implementation of change in Tanzanian secondary education was reported by another school leader who said:

The Ministry of Education has agreed that secondary school leaders in Tanzania conduct a yearly meeting to discuss the best approaches in monitoring change in schools to improve learning. In this meeting different stakeholders from such agencies as Tanzania Institute of Education (TIE), National Examination Council of Tanzania (NECTA) are represented. The purpose of this meeting is to share challenges and brainstorm the way forward (Participant, 21 school leader).

The implementation phase in Tanzanian education brings school leaders and policy makers together to share what is going on in the field and jointly discuss challenges and opportunities educational change brings to schools. This points to the criticality of actors' collegial interaction as a precursor to successful implementation of change (Honig, 2006; Levin, 2001).

However, it seems important to consider another conclusion and its implications for educational change. Studies have consistently reported that the interaction between macro and micro levels of education has been problematic and mostly unproductive (Datnow, 2002). This is because the structures of many education systems around world have positioned policy makers (macro actors) and implementers (micro actors-school leaders and teachers) at the two ends of the stick, making interaction difficult and unsustainable (Smit, 2001).

From a critical lens, one should not be convinced at the face value that meeting policy makers for a day or two, where school leaders provide feedback and report how change is being implemented in schools, can make a difference to students' learning and teachers' practices. This interaction occurs only once per year, and in most cases, it is used by actors as a platform to deliver feedback and endorse the way forward. As Fullan (2007, p. 100) aptly put it, the relationship between policy makers and implementers remains challenged and contributes little to change because it is based on "episodic events rather than processes".

Although school leaders commended the good job done by the Ministry of Education in implementing change, they thought that more work was still needed to make it more productive and effective:

I admit that the Ministry of Education does a great job by sending to schools, toolkits, and implementation manuals to enhance change. In my opinion, I think sending guide books and toolkits only is not enough.

Teachers need more seminars and workshops to make them comfortable in implementing change (Participant 17, school leader).

Empowering actors with competency they needed to make change a success was supported by other two school leaders who explained:

The Ministry of Education can impact change in schools more positively by investing in teacher and school leaders' capacity building. This should be the priority of the Ministry. If teachers are knowledgeable enough, translating change into something desirable becomes easier (Participant 5, school leader).

Similarly, another school leader commented:

I would like to remind the Ministry people that it is their call to make change a success in schools. They need to update school leaders and teachers with refreshing courses and workshops whenever change is brought to schools. We need to see this happening in person through professional talks and workshops. Sending us implementation schedules or rubrics only will not serve the purpose (Participant 1, school leader).

While many school leaders acknowledged the efforts and commitment of the Ministry of education in implementing educational change in schools, they are not convinced with the level of commitment the government has put in especially in preparing the teaching force and in creating infrastructures necessary to put change into workable classroom activities. They are of the view that more work is still needed to empower teachers with the knowledge they need.

Serial and Short Notice Change. After finalizing unpacking school leaders' perspectives regarding factors affecting the implementation of change in Tanzanian secondary education, I noticed some other elements (not listed in Phase II by Fullan) that were repeatedly referred to by

participants as critical elements that have affected the implementation of change in Tanzanian secondary education. The participants observed that directives to change at short notice left school leaders confused, making school leadership the most frustrating position in Tanzanian educational change landscape:

Being a school leader is frustrating. Because of my position, I need to make sure that the two groups of actors are in harmony (policy makers and implementers) to make change happen. I also need to make sure that change directives brought to school are implemented effectively. Some of the directives are given with a very short notice that doesn't allow enough time to brainstorm and prepare teachers. This is not an easy job... (Participant 17, school leader).

The second school leader reports similar experience by explaining how short time notice affects school leaders and other actors involved in implementing change:

After receiving CBC assessment toolkit, few days later I received instructions that implementation needs to start right away. I was shocked and uncertain of what to do because there was not enough time to prepare teachers for this task. ...so, you can see, there was limited time to orient ourselves to change before implementation began (Participant 9, school leader).

In addition, school leaders also thought that the implementation phase in Tanzanian secondary education was somehow constrained because the policy makers were concerned more with change outcomes but not the process leading to the outcomes they desired:

The way change is brought to schools in Tanzania is both interesting and confusing on part of the school leaders! The period between when change is

initiated and when is implemented is difficult to tell because the policy makers are always in hurry, their concern is to see that change is effectively implemented and students' academic performance is improved (Participant 5, school leader).

The participants added that changes brought in Tanzanian secondary education were many and confusing. School leaders re-counted that they were involved in a series of changes, something that subverted the process of implementation due to actors' divided attention and loss of focus. A school leader shared the following experience:

We are implementing so many changes to extent that we are confused which one to start with. An example is you may receive change today and tomorrow you receive another with a different objective from the previous one. This makes you feel lost and unaware what to expect. This confuses teachers, they become undecided whether they should continue implementing the one they have at hand or wait for directives to tell them what to do next (Participant 13, school leader).

Another school leader highlights the difficulties series of change bring to schools by observing that:

There are many changes happening in our education system today and worse enough, implementers such as teachers and school leaders are not given time to make sense out of them (Participant 21, school leader).

The interview findings on serial and short notice change suggest that the implementation phase in Tanzanian secondary education is limited depending on how changes are being communicated to actors working at school level. Change directives distributed with such short notice suggests implementation is not taken seriously nor given the attention it deserves. Similar

findings are also reported by Fullan (2007) who argued that short notice to change is linked to undesirable quality outcomes, implying that changes adopted by opportunists and over ambitious policy makers are short lived and unsustainable. Moreover, the presence of many changes being implemented concurrently may lead to spillover effect where actor's disapproval of one change may incite resistance to other programs, projects, or proposals of change, leading to poor implementation and undesired learning outcomes (Levin, 2001).

In summary, school leaders have described the conditions under which change is enhanced or constrained in schools. This makes a school a focal point for change whether macro or micro initiated, suggesting that understanding the issues of implementation requires thorough knowledge of different aspects of school context including the actors and structures that constitute the school. Another observation worth noting is that school leaders' perspectives have underscored the criticality of empowering teachers with capacities they need to make change happen in practice. In most instances, school leaders have highlighted why implementation of change is difficult without teachers' power and agency, aspects which may be fostered through professional development and team working between school leaders and teachers.

School Leaders' Perspectives on ETP 2014 and Educational Change in Tanzanian Schools

As reported in the introduction chapter of my study, ETP 2014 was adopted as a strategy to harmonize the provision of education in Tanzania by merging several policies that operated in isolation (MoEVT, 2010; URT, 2014). The aim was to enhance quality education throughout all levels of education and training. In addition, ETP 2014 was adopted as the governments' prospects and aspirations to bring about revolutionary economic changes as laid in the National Development Vision of 2025 and the National Long Term Development Plan 2011/12 - 2024/25 (URT, 2000). Both the National Development Vision and the National Long Term Development Plan were formulated as the government's commitment to transform Tanzania

into a middle-income economy by 2025. Based on this aspiration, the education sector, especially at secondary level, was tasked to make sure that both human and physical resources are in place towards achieving this development goal (MoEVT, 2010).

To put ETP 2014 into action the policy officiated different on-ongoing educational change initiatives such as *Competency-Based Curriculum (CBC)*, *Learner-Centered Approach (LCA)*, *Industrialize Tanzania Strategy (ITS)* and *Fee Free Education (FFE)* that continue shaping secondary education to date. The findings of this study suggest that through educational change initiatives outlined above, ETP 2014 has affected secondary education in many ways. In the following subsection, I present school leaders' opinions regarding constraining and enabling features in Tanzanian schools.

Features that Enable and Constrain Educational Change in Tanzanian Schools

This subsection discusses my findings which support an argument that successful educational change requires supportive school leadership. Focusing on this assumption, I delved into data to explore the enabling and constraining features of educational change in Tanzania.

Top-down Approaches to Change

Data from interview findings suggest that *Fee Free Education*, *Competency-Based Curriculum*, *Learner-Centered Approach*, and *Industrialize Tanzania* reforms were enacted using a top-down approach. While the decision to adopt these reforms was initiated at the national level, the implementation took place at school (micro level) where actors working at this context did rarely or not at all took part in the decision to adopt change. Actors such as school leaders regarded themselves participating in secondary education as recipients of change whose job is to implement what is brought to schools. This tendency is reported as problematic for some reasons. Putting this argument into context one school leader commented:

Our country operates on top-down decision-making strategy. It is the Ministry of Education Science and Technology that initiate educational reforms and we as stakeholders at school level, our job is to implement (Participant, 21, school leader).

Commenting on how top-down is affecting teachers' practices another school leader observed by saying:

We school leaders and teachers are key implementers of the top-down decisions made by officials at the Ministry. Some of these decisions are not practical, an example is when ETP 2014 recommends the class size should not exceed 40-45 students and the teaching approaches must align with learner-centred teaching approaches. But when you go to the classroom you find 70-80 students, how can a teacher implement effectively what the policy wants? (Participant 17, school leader).

The participants in the quotes above viewed top-down decision-making affecting secondary education negatively because school leaders perceive themselves having no capacity to customize change at school level because of the power structure that exists between policy makers and school leaders, and school leaders find some of ETP 2014 intentions constrained by resource restraints, an element that describes many secondary classrooms (MoEVT, 2010).

Another school leader considered top-down educational directives as being stressful because there are a lot of pressure that comes from the Ministry authorities that mandate the implementation of change in secondary schools:

Our education system is dominated by top-down decision-making approaches. As a result, many of the decisions about change are brought to

school as orders that need to be implemented unquestioningly whether teachers and school leaders like or not (Participant 9, school leader).

Overall, school leaders considered top-down decision-making as a practice that is negatively affecting secondary education in Tanzania. Receiving orders from the authorities concerning how to implement change in schools, is something many school leaders in this study were not happy with because they found it unworkable. In addition, school leaders reported psychological burnout and stress because of the pressures they were subjected in with top-down changes. Other studies have reported similar findings where top-down educational changes seemed problematic and complex simply because teachers and school leaders felt compelled to go along with change for which they had no capacity or competency (Fullan, 2007; Datnow, 2002; Smit, 2001; Vongalis, 2004; Zembylas & Barker, 2007).

The implication for policy and practice is that school leaders and teachers felt powerless and as the result they implemented change unwillingly or only partially. This might be an explanation for why there are many versions of CBC or learner centred teaching approaches in Tanzania secondary education. Teachers implement change and innovation on their own way simply because they never felt part of, or were less informed about, change. This prevents effective implementation and continuation of educational change.

The findings of this study are in line with what is reported by Bayeni and Bhengu (2018), who argued that despite the influence of powerful individuals or groups (decision makers) at the macro level of education system, they were less likely to influence much of what goes on in the classroom when change is put into action. The complexity pertaining to implementing top-down educational change initiatives impacts negatively on what goes on in the classrooms-including students' learning outcomes.

Tension between Policy Makers and Implementers of Change

As discussed in chapter two of my study, power along with teacher agency are central variables in critical education research. The centrality of power in critical education research helps to define the relationship and interaction pattern between different groups of actors involved in change. Power is used in my study as a lens to explore how the interaction between policy makers and school makers is affecting secondary education in general and educational change.

While it is essential to pay attention to the characteristics of change - need for change, clarity for change, practicality of change and complexity for change as discussed in implementation section of this chapter, it is even more critical to look at how context with its multilayered elements is shaping actors' reactions or response towards change. This is essential because if school leaders perceive educational change as something they are coerced into by authorities, change is more likely to be implemented partially or not implemented at all.

Linking the argument above to educational change literature discussions, Clement (2014) argued that global educational change context is characterized by accountability along externally initiated educational change approaches. External accountability regimes suggest teachers are coerced to engage in educational reforms that are unrealistic and contradictory at the same time. This denies teachers and school leaders working at the school level an opportunity to make sense of the educational reforms they are instructed to implement. This has consequently left teachers confused, frustrated, and partially engaged in the change process (Hargreaves 2004; Schmidt & Datnow 2005).

In the context of this study, the analysis of interview data suggested that externally initiated change and accountability are intertwined constructs. In this view, teachers reported sometimes being forced to implement reforms whose relevance to them and their clients was

questionable. This affected the implementation process, which in turn impacted the learning outcomes of students in Tanzanian secondary schools. For example, to implement educational reforms disseminated to schools as Ministry of Education guidelines, teachers were expected to adapt new ways of teaching by aligning them with change to foster students' learning outcomes.

Putting this argument into context, one school leader noted:

Our focus has been to effectively implement CBC. The assessments and lesson planning must reflect the new curriculum. Though we are implementing (CBC) as instructed by the Ministry, teachers are facing difficulties because there was no training offered to orient them to what CBC is in practice (Participant 9, school leader).

Alluding to the same position, another school leader attributed the tension between implementers and policy makers to lack of opportunities to become familiarized with change initiatives. school leaders lacked the opportunity to practice, observe and learn from policy makers about what they meant by the suggested change. Put in other words, school leaders wanted to hear from the horse's mouth what they meant by change and whether it made sense to school contexts. school leaders regarded limited interaction between them and policy makers negatively, further impacting the interpretation of change into practice. Another school leader described school leaders-policy makers tension by commenting this:

As you know most of the decisions about change come from above. Our job is to implement them as they come. The problem is, there is no room for teachers to familiarize with change prior implementation (Participant 17, school leader).

In summary, the analysis of the excerpts discloses two major themes emerging across the voices by school leaders presented under this subsection. Firstly, changes that do not speak to the

practices and beliefs of actors working at school level rarely succeed. Secondly, prescriptive power relationships that build on accountability and ignore capacity building intensify tension between policy makers and eventually make change unsustainable.

The findings above find support in empirical evidence from scholars in educational change literature including Hall and Hord (2006) Levin et al., (2008), Sahlberg (2011). Similarly, document analysis and reviews of scholarly literature revealed that the implementation of such reforms in Tanzania as Big Results Now in education (BRN-Ed), Education for Self-Reliance (ESR) were short-lived partly because they were not compatible with the implementers' beliefs and classroom practices (Dachi, 2018; World Bank, 2014). However, scholars in the educational change landscape counter this argument by asserting that research should look beyond the individual teachers' knowledge, beliefs and ideologies when studying the implementation of educational change. Instead, research should explore how culture and context in which change is being implemented are shaping the teachers and school leaders' decision to or not to implement change (Barkatsas & Malone, 2005; Webel & Platt, 2015).

School Leadership is Essential in Reform

There is substantial evidence in the literature that suggests that school culture is indirectly shaped by school leadership styles (Hallinger & Heck 1998; Hoy et al., 2006; Kowalski, 2000; Leithwood et al., 2004; McNeil et al., 2009). Drawing on this understanding, I examined the data to ascertain how school leadership is shaping educational change in Tanzania schools. The analysis of data revealed that school leaders relied on 'what works culture strategy' to make decisions related to implementation of change. School leaders altered some school cultural practices to accommodate educational reform initiatives in which the school was involved to improve students learning outcomes. One school leader explained that:

After coming to this school, I thought it was necessary to put what I studied into practice. Being a graduate in Education Administration, Policy, and Planning, I thought it was essential to change some existing leadership practices to respond effectively to change. I delegated power to teachers in different units including the academic, discipline and in subject clubs. So, we changed from being a school that is managed by a single leader to a school whose management depended highly on distribution of power and democratic qualities to do their job. This was meant to ensure that every teacher had a role to play towards the improvement of the school (Participant 13, school leader).

This means that the school leader thought it was essential to change some existing school culture and practices to respond to educational directives and accommodate reforms at hand. The school leadership approach highlighted in the excerpt above sheds light to the fundamentality of distributive leadership approach as opposed to transactional forms of leadership (Fullan, 2007) in the educational change landscape. The data analysis suggested further that the purpose of delegating power to teachers and other actors was to make sure that every actor at school level had a share to participate in shaping change. Looking at the findings above with a critical eye, one can argue that school leadership endowed with distributive leadership qualities fostered school culture in which reciprocity and mutuality between teachers and the school leader was cherished. These elements are said to enable effective implementation of change (Leana, 2011).

Constraining School Leaders Behaviours

On the other hand, school leaders felt that it was their core responsibilities to make sure that educational reforms brought to school level are implemented no matter the situation. School leadership of this nature embraced authoritative leadership practices that became ingrained in the school system and eventually became normalized school practices. For example:

At school level, my responsibilities are to make sure that all educational reforms and innovations including those from the Ministry of Education are being implemented. But also, as I said earlier, it is through the school leaders' annual meeting platform where we can suggest the best ways through which educational change or educational policy can be effectively implemented or modify some of the aspects to suit the learning environment in schools (Participant 17, school leader).

Another school leaders' approach to educational change processes signalled a blend of instructional and distributive leadership styles towards the implementation of educational change in Tanzania secondary schools. Commenting on the interplay between school leadership, school culture and educational change, another school leader, said:

In our school, we are determined to maximize students learning outcomes by actively implementing change. To achieve this, I normally discuss with teachers the best strategies and find out the challenges they face while implementing change and then we can jointly suggest the way forward. If the challenges are within our reach as a school management, we solve them and if the problem persists and we find that the persistence is due to the teachers' negligence, accountability measures against that teacher are taken immediately (Participant 5, school leader).

This introduces another angle to school leadership and educational change. Participant 5 is of the view that teachers' autonomy without accountability is chaos. This notion of autonomy without accountability is fundamental to understanding that effective implementation of educational change is provided through both support and pressure (Fullan, 2007; Schleicher, 2011). However, balancing support and pressure is essential yet a complicated practice. Louis

and Miles (1990) support this assertion by arguing that while it is important the principals to delegate some of their authority to maximize students learning outcomes and improve schools, they must still apply instructional leadership techniques if they want to attain and maintain their institutional objectives and school culture.

Although school leadership has been consistently associated with successful implementation of educational change especially in developed countries (McNeil, et al., 2009), Hauge et al., (2014) argued that attributing successful implementation of educational change entirely to school leadership strategies overshadows the position of teachers, heads of departments and other cultural factors shaping teachers' practices at school level.

The findings of this study call for a power shift locus from an instructional manager to collective and network-oriented leader who believes in joint action leadership approaches and democratic cultural practices that are focused on attaining and sustaining educational reforms. It is evident from interview data analysis that the school leadership approach to implement educational change as described by participant 17 differed from the one demonstrated by participant 13. While participant 13 demonstrates distributive leadership negotiated within school culture where negotiation and dialogue are priorities, participant 17 displays instructional leadership qualities, which according to Fullan (2007) are more likely to hinder effective implementation and sustainability of educational change.

In the previous section I have presented and briefly analysed different aspects through which ETP 2014 is affecting secondary education. School leaders have pinpointed that since its adoption, ETP 2014 continues affecting secondary education in Tanzania. The findings under this section have disclosed four practices through which ETP 2014 is affecting secondary education in Tanzania. These include educational change approach, tension between policy makers and implementers and school leadership. In the last section of this chapter, I introduce

the reader to what do school leaders view as limitations of the application of this policy in relation to educational change.

Limitations of ETP 2014 on Educational Change

In this section I present and analyze school leaders' perspectives regarding limitations of ETP 2014). Specifically, this section covers issues of policy-practice gap and school leaders' perspectives concerning the language of instruction in Tanzania secondary education.

Policy-Practice Gap

The contradictions and complexities pertaining to the implementation of previous educational policies or reforms such as Education for self-reliance (ESR) and Big Results Now in Education (BRN-Ed) in Tanzania have been extensively documented, and this incited the desire to explore policy-practice sphere in this study too. Local literature has consistently reported the policy-practice gap as one of the barriers hindering effective implementation of educational policies and change in Tanzania (Dachi, 2018; Kapilima, 2018; Kasuga, 2019; Muganda, 1999). Based on this observation, it seemed important to explore how 2014 ETP was shaping Tanzania secondary education. To realize this need, I explored how this policy was put into practice.

What School Leaders Say about the Policy-Practice Gap

The school leaders talked in length concerning how policy-practice gap is affecting the translation of policy intentions into classroom activities. One of the school leaders described the of policy-practice gap by observing this:

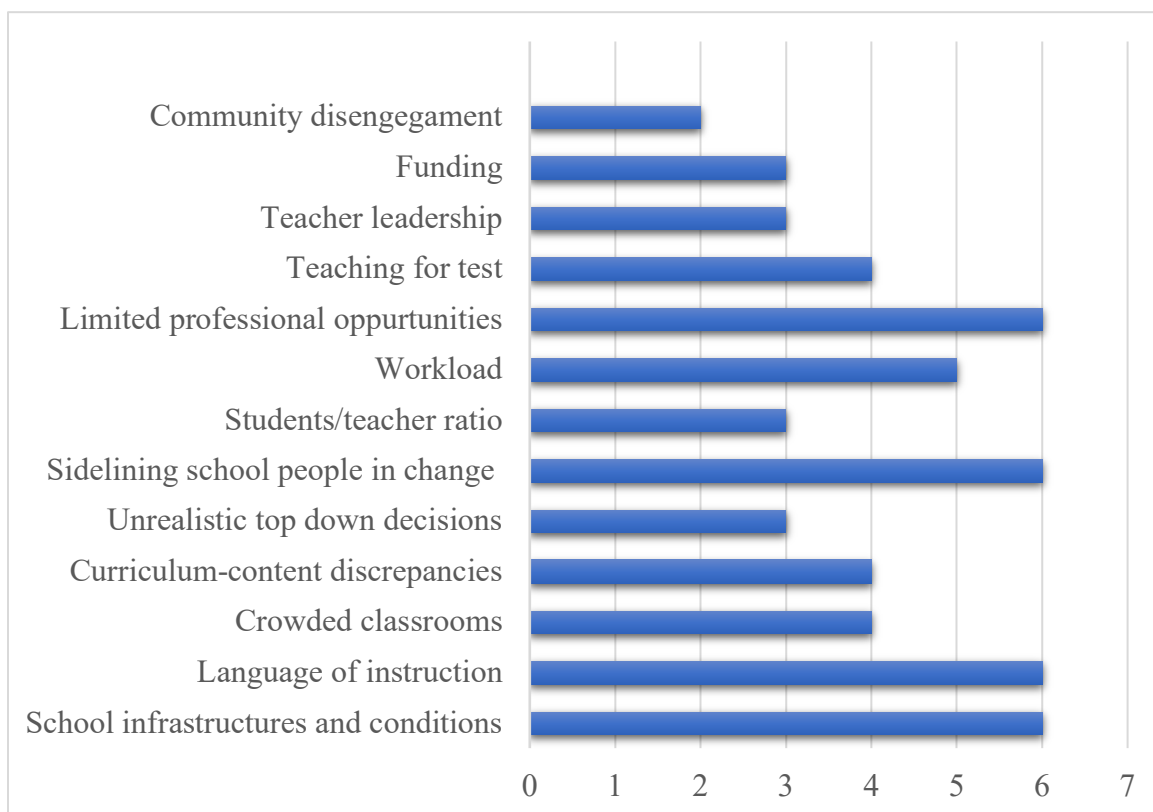
The policy-practice gap is wide. The gap is attributed to many factors including wrong policy adoption approach of the ETP 2014. Given that ideas and opinions of stakeholders from the grassroots (teachers and school leaders) were ignored, this has made its implementation very difficult. That's why if

you ask teachers about their familiarity with this policy, the majority will tell you that they are not familiar with the policy because it is something that is not affecting their classroom practices, it is a document for officials not for teachers (Participant 21, school leader).

The second school leader described in detail the policy-practice gap by voicing that:

...The student-teacher ratio is too high, there is also poor infrastructures leading to shortage of space for classes and teachers' office. The reason behind these gaps is that the government has not invested in the education sector (Participant 17, school leader).

School leaders viewed the policy- practice gap as an outcome embedded within the policy-making process. They questioned why teachers and school leaders are always sidelined in the policy making process when they are the ones responsible for translating the policy intentions into action. They further argued that it is not healthy for decision makers and implementers not working as a team. Some school leaders strongly recommended teamwork or collaboration between decision makers and implementers to address policy-practice gap. This collaboration must be enacted throughout all stages of educational or policy change process including during the initiation and implementation of policy intentions or directives. Figure 3 illustrates what the teachers considered as the source of the mismatch between what the policy wants being implemented and what goes on in the classrooms in Tanzanian secondary education. I referred the mismatch in this study as a policy-practice gap.

Figure 3*School Leaders' Opinions About the Sources of Policy-Practice Gap*

Source: Interview/ field data

From the interview data analysis, school leaders identified several issues that they thought were the source of the mismatch between policy and practice. The number in brackets shows how many times the issue is referred by the participants. According to school leaders, the application of ETP 2014 to bring genuine change in schools is largely constrained by the mismatch between policy intentions and practices.

As Figure 3 shows, the following factors are contributing the policy-practice gap in Tanzania secondary education; poor infrastructures and working conditions, language of instruction, limited professional development opportunities and sidelining school staff from change (6). There are also issues of big work load (5), teaching for standardized tests,

overcrowded classrooms, and content-curriculum discrepancies (4). In addition, school leaders mentioned unrealistic top-down decision-making approach, inadequate funding, student-teacher ratio, teacher leadership (3) and community disengagement (2).

Among 13 factors shown in Figure 3, I classified four of these as structural limitations (language of instruction, unrealistic top-down decisions, teacher leadership and sidelining school people on decision making about change) and three as systemic (teaching for test, limited on-going professional training, and curriculum–content discrepancies). In addition, four interrelated themes such as poor funding, shortage of infrastructures and poor working conditions, higher students/teacher and, higher workload, I categorized them as hindrances that emanate from economic factors. Lastly, social limitations such as community disengagement.

Interview data analysis suggests that structural, systemic, economic, and social hindrances overlap with other salient contextual features to hinder effective implementation of educational change in Tanzania secondary education and consequently broaden the policy-practice gap. In this study, school leaders disapproved centralized decision on the implementation of educational policy similar ways scholars in educational change land scope such as Fullan (2007), Hall and Hord (2006), Datnow (2002) have consistently reported. Instead, school leaders and teachers want to increasingly influence and be part of the decision makers and implementers of educational change made at the macro and micro levels and help to reduce the policy–practice gap occurring at the classroom level. This argument feeds on the accounts by participant 9 under this subsection who uses the metaphor of *Heaven and Earth* to describe limited interaction between policy makers and implementers as well as unrealistic top-down decisions that are negatively affecting educational change in Tanzanian secondary education.

Teaching and Learning Languages

From school leaders' perspectives, language of instruction is one of the factors that is complicating the implementation of change in Tanzanian secondary education. This is attributed to the presence of two instructional languages which are recommended by ETP 2014 to be used concurrently in the Tanzanian education system. School leaders thought that using Swahili and English congruently as languages of instruction is confusing because most teachers and students have no good command of using English as the language of instruction. To illustrate this argument, one school leader had these views to share:

What I know about this policy is that it allows both Swahili and English to be used as the languages of instruction. Although both Swahili and English can be used in teaching lessons, examinations must be answered in English. This makes English the language of instruction in secondary education. A new curriculum and classroom instructions place the student at center of learning, and they are expected to express their opinions and ideas, the language they do not have command with (Participant 21, school leader).

Another school leader shared the same idea by explaining:

The policy recommends using English as the Language of Instruction (LoI) in secondary education. However, given the language barriers to our students and even to teachers, you find the implementation of *CBC and LCA* seriously challenged (Participant 1, school leader).

School leaders reported that the presence of two languages of instructions has heightened tension between policy-practice gap in implementing contemporary educational reforms in the classrooms. As reported by Haki- Elimu (2021) in the paper titled the education we want, allowing both English and Swahili as languages of instruction in secondary schools is

misleading and confusing given poor foundation of English language among many Tanzanian kids.

While ETP 2014 engineered curriculum change from content based to *Competency-Based Curriculum*, using English as the language of instruction has inhibited effective implementation of *Competency-Based Curriculum and Learner-Centered Approach* because both teachers and students cannot effectively communicate in English. This argument is supported by scholarly evidence that critique the use of unfamiliar languages to develop sustainable competencies and skills to young people in schools (Brock-Utne, 2016; Ramoupi, 2014). Both Brock-Utne and Ramoupi argued that competencies and skills in younger people cannot develop in isolation of the languages and cultures of their making (mother tongue).

Chapter Summary

In this chapter, I have identified different on-going educational change initiatives by discussing factors that incited the decision to initiate change in Tanzania secondary education. I have also outlined and briefly described the implementation strategies officiated by ETP 2014 to put change into action. Moreover, drawing from school leaders' viewpoints, I have identified and discussed aspects and practices through which ETP 2014 is affecting secondary education in Tanzania. Through this chapter, I have also briefly discussed the limitations this policy has brought to educational change in Tanzanian secondary education. In the next chapter, I take on teachers' perspectives to explore educational change in Tanzanian secondary education.

Chapter 6: Teachers' Perspectives

Introduction

This chapter presents teachers' perspectives on educational change in Tanzanian secondary education. I have organized this chapter into three sections. Section one covers teachers' views regarding the initiation and implementation of change in Tanzanian secondary education. The second section addresses the ways in which teachers think ETP 2014 is affecting Tanzanian secondary education. The chapter also summarizes the benefits—and challenges—of ETP 2014 in relation to educational change. The chapter concludes by reporting how professional capital is becoming a game changer by empowering teachers with power and agency in implementing change.

Contemporary Educational Change Initiatives in Tanzanian Secondary Education

Before unpacking factors leading up to the decision to initiate change, I analyzed interview data to find out what sort of educational changes teachers were involved and in what capacity. Teachers reported being involved mainly as implementers of various educational change initiatives in Tanzanian secondary education. Teachers' responses are summarized in Table 13.

Table 13*Contemporary Educational Change Initiatives in Tanzania Secondary Education*

Sn	Reform/Strategy	Initiated at	Goal	Ns
1	Exams results optimization	School	Improve exam pass rate	3
2	Leaner-Centered	MoEST	Students as co-leaners	6
3	Competency- Based Curriculum	MoEST	Competent leaners	6
4	Industrializing Tanzania	MoEST	Innovating science and technology	6
5	Ability grouping	School	Understand students' needs	2
6	Improvisation	School	Producing locally based T/L materials	1
7	Holiday package	School	Improve performance	1
8	E-learning	School	Connect with others online.	1
9	Fee Free Education	MoEST	Education for all	6

Source: Interview/Field data

Key: Ns-number of schools participating to implement a reform/strategy

MoEST-Ministry of Education Science and Technology

T/L- teaching and learning materials

Sn-serial numbers.

Teachers participating in this study took part in implementing several educational change initiatives in Tanzanian secondary education. Table 13 shows that teachers participated in two different categories of educational change initiatives including micro initiated changes such as *exams result optimization, ability grouping, improvisation, holiday package and e-learning*. Micro initiated changes were meant to improve only some aspects of teaching and learning in the classroom or at school level and they developed as ideas from actors such as teachers, school leaders or parents working at the local levels of education. As Table 13 shows, there were four micro educational change initiatives in which teachers took part to implement. For example,

while there were three schools implementing exam results optimization change, ability grouping was implemented by two schools whereas e-learning, holiday package and improvisation were implemented by one school.

Teachers also implemented macro or state mandated educational change initiatives including *Learner-Centered Approaches (LCA)*, *Competency-Based Curriculum (CBC)*, *Industrialize Tanzania Strategy (ITS)* and *Fee Free Education (FFE)*. These focused to alter some elements of education such as policy, organizational structures, curriculum, and classroom instructions. These sorts of change originated at the national level and were brought to school for implementation. All teachers (18) participated in the implementation of state initiated educational change initiatives as shown in Table 13.

As Fullan argues that “educational change depends on what teachers do and think... Classrooms and schools become effective when (1) quality people are recruited to teaching, and (2) the work place is organized to energize teachers and reward accomplishment” (2007 p.129). The quote positions teachers at the centre of educational change scholarship. Teachers’ perspectives become a key component of telling and understanding a story of educational change in Tanzanian secondary education. What teachers think and do points towards the initiation and implementation phases of educational change presented and discussed sequentially in the following sections.

Initiation

This section presents the teachers’ stories regarding the driving forces behind the initiation of educational change in Tanzanian secondary education. Teachers identified the following features as responsible factors that incited change in Tanzanian secondary education across different contemporary educational change initiatives.

New Policy

The relationship between ETP 2014 and macro educational reform initiatives such (*Competency- Based Curriculum and Learner -Centered Approach*) is that, to improve the quality of education and equip learners with the skills they needed, ETP 2014 officiated these two initiatives as a means to put change into actions. Citing *Competency-Based Curriculum* (CBC) and *Learner -Centered Approach* (LCA) as examples of new policy changes, data from the interviews suggests that ETP 2014 intended to transform education by shifting from content-based curriculum to competency-based one, necessitating changes in pedagogy or classroom instruction. The goal for this shift was to equip secondary school students (indeed learners at other levels of education) with core competencies as opposed to the content knowledge emphasis of the former curriculum and of teacher-centered approaches in general. Teachers observed that although CBC and LCA have not accommodated all the challenges that are hindering students to learn most effectively, there have been some positive changes in the ways teaching is being conducted because of the new policy change:

It is obvious that ETP 2014 influenced CBC in affecting teaching and learning approaches. But still, there are many limitations related to this policy.

For example, it doesn't give students competencies necessary in addressing challenges they face in their daily lives (Participant 4, school teacher).

Linking ETP 2014 with a shift from teacher-centered to learner-centered teaching approaches two teachers shared the following experiences in an interview:

ETP 2014 officially engineered a shift from teacher-centred to student-centred. Although it has improved learning, the new approach is too demanding and time-consuming (Participant 3, school teacher).

Another teacher adds saying:

Since its adoption, the policy (ETP 2014) declared that teaching in secondary schools must be learner-centered. This replaced teacher-centered approaches, which emphasized on equipping learners with content instead of competencies (Participant 6, school teacher).

The interview findings suggests that curriculum change mandated a shift in classroom instruction and pedagogy too. Change in instructional practices or pedagogy demanded a new role in the classroom on part of the teacher and students, implying that the student-teacher vertical power relationship that described a teacher as an expert who transmits knowledge to the learners was abolished. Instead, a teacher was assigned a new role of facilitating, guiding and motivating students during teaching and learning process. Equally important, students assumed a new role of co-learners and the in charge of their own learning under the guidance of the teacher.

Another change incited by the new policy is *Industrialize Tanzania Strategy (ITS)*. Data analysis demonstrated that “*Industrializing Tanzania Strategy is a policy directive*” (URT, 2014, p. 30) that was adopted to equip students with science, mathematics and technology competencies that are now highly emphasized in the world of work (MoEVT, 2010; URT, 2014). The review of documents, particularly ETP 2014, revealed that to enable young people to compete sustainably in the world of work, it was considered important that science and technology skills be integrated in day-to-day teaching of school subjects and training at all levels of education. It was believed that by doing so, social, and economic development throughout the country can be realized. Evidence from document review indicated that putting ETP 2014 intentions into practice involved a governmental commitment to improving teaching of science and technology at all levels of schooling. The *Industrializing Tanzania Strategy* initiative was based on the following aim from ETP 2014:

The Government shall strengthen the structure and teaching procedure for

Mathematics, Science and Technology subjects at all levels of education and training (URT, 2014 p. 30).

Commenting on how the new policy ETP 2014 incited the initiation of *Industrialize Tanzania* Strategy, a teacher narrated:

In the past, there have been complaints from the public regarding employability of young people in our country. As a response to these complaints, it was thought important to review the curriculum to come up with initiatives that will equip young people with skills and competencies needed in the job market. To achieve this, the government is now pressing on for science and technology school subjects (Participant 23, schoolteacher).

To be successful, the governments' commitment was to be translated into an educational strategy reflecting the aim to strengthen and increase the use of science and technology to train young people at different levels of education. With this commitment, the government of Tanzania aspired to create more jobs and equip young people with employability skills (Mayega, 2020; MoEVT, 2010). The desire to equip young people with employability skills reflects a western ideology that views schooling largely as a strategy to prepare young people for jobs (Hursh, 2005).

Teachers' Perceptions of Innovation and Access to Information

Teachers also attributed the initiation of CBC and LCA initiatives to the general existence of innovation and broadening access to global information. Teachers thought that the decision for paradigm shift from content-based curriculum to competency-based one was influenced by what was happening in other parts of the world:

A shift from content based to Competency-Based Curriculum was informed by the policy change of 2014 and what was happening in other countries. This

is because by 2010s CBC has already become a global agenda that was successful in other countries around the globe (Participant 11, school teacher).

The interview findings suggest that implementation of ETP 2014 was expected to be carried out through CBC as one of the strategies to prepare competent and qualified workers and to realize the 2025 national vision and priorities as stated in the policy document:

The education and training sector has the responsibility to prepare and produce human resources for the nation. Various reports indicate that there is a big shortage of experts educated at higher education level who are needed so that Tanzania could become a middle-income economy country by 2025 (URT, 2014 p. 5).

Studies have revealed that CBC was a successful global phenomenon where it got implemented (Jensen, 1998). This influenced its diffusion to different parts of the world including Tanzania. Scholars recommend and caution the importance of being conscious of the context where change of any sort has been implemented and used as a model (Datnow, 2002; Fullan, 2007; Smit, 2001; Pont, 2018).

Apart from CBC, teachers also considered learner-centered teaching approaches as emanating from external influence. One teacher regarded learner-centered approaches as a global phenomenon and that was perceived as “the best practice” of instilling in young people the values of a democratic society and cooperation:

I think you are aware that because of the increased global interactions, learner- centred approaches require us teach students how to respect other peoples’ views and opinion, because the approach itself is built upon democratic principles including cooperation. Thus, we cannot concentrate on

teaching them subjects (content knowledge) without orienting them to other aspects of learning (Participant 6, school teacher).

The participant raises interesting points which are becoming increasingly present in the educational change literature: the emotional or relational dimension of change. Whilst many educational change reforms have concentrated on the cognitive side of the learner, these findings suggest a paradigm shift by bringing the affective and relationship dimensions at the center of educational change scholarship.

External Change Agents

External change agents are facilitators at the regional or national levels that are beyond the district (Fullan, 2007). The interview data revealed that the initiation of initiatives such as the *Industrialize Tanzania Strategy*, *Competency-Based Curriculum (CBC)*, *Learner-Centered Approach (LCA)* in Tanzanian secondary education were influenced by change agents including the Ministry of Education. Through interview data, teachers expressed:

I know that the idea to industrialize Tanzania change was spearheaded by the Ministry of Education Science and Technology. Given that it is now the priority of MoEST, every secondary education must adopt whether you have facilities/resources in place or not (Participant 22, school teacher).

Citing the learner-centered approach as another example of change that was influenced by the Ministry of Education and Vocational Training as an external change agent, one teacher expressed:

A paradigm shift from teacher-centred to learner-centred was introduced to schools by the Ministry of Education and Vocational Training. I am not sure if they (teachers) were involved in formulating it because it is common to

receive curriculum change or policy change from the authorities (Participant 4, school teacher).

Similarly, another teacher responding to what sort of educational change initiatives that were making a difference to students, expressed:

I think *Competency-Based Curriculum* is impacting students' learning positively. Like many other educational changes, the Ministry of Education and Vocational Training is the one that influenced the making of this change and it continues monitoring its implementation in schools (Participant 18, school teacher).

Interview findings presented in the excerpts above suggest that external change agents especially the Ministry of Education and Vocational Training had influenced the decision to initiate several educational change initiatives mentioned by teachers in the excerpts presented earlier. Additional data from empirical evidence suggests further that it was essential to modify the curriculum to equip youths with competencies and prepare them for the world of work (Mayega, 2020). It is worth to note that much of the information teachers talked about the initiation of *Competence -Based Curriculum and Learner-Centered Approach* fall under innovation and existence of information and external change agents factors as demonstrated in the findings above.

Community Pressure

When I dug deeper into the interview data, I learned that community pressure was another influence on the initiation of *Learner-Centered Approach*. Commenting on this subject, a teacher expressed:

A move from teacher-centred to student-centred approach was introduced in schools along with CBC by the Ministry of education and Vocational

Training (MoEVT) after the public has expressed dissatisfaction with the quality of education that was provided by the government (Participant 4, school teacher).

The participant is of the view that the introduction of *learner-centered approach* was the governments' response following general public's dissatisfactions on the quality of education offered in public schools prior 2014. Therefore, changing classroom instructions along changes in the curriculum, were all meant to improve the quality of education by putting the learner at the center of teaching and learning process.

In this section I have presented different factors that influenced the decision to initiate different educational change initiatives in Tanzanian secondary education. Data from interviews have demonstrated how change can be influenced by multiple factors whether by individuals or organizations, internal or external, local, or global, suggesting that there is no fixed set of factors that can be singled out as more ideal in influencing initiation decisions. This is because initiation decisions happen all the time and come from many sources (Fullan, 2007). It seems that there is a clear and coherent policy to change education by implementing CBC and student-centered approaches which are often advocated at the international level and then borrowed and implemented at the national level.

Implementation

Implementation is the second phase of Fullan's (2007) educational change framework and is concerned with putting change into action. It involves the process of concretizing the policy into practice to give it the desired form against the expected outcomes (Levin, 2001). Fullan premises implementation within three key questions (1) what is the relationship between initiation and subsequent implementation? (2) what other factors emerge during implementation that determine which changes in practice occur? (3) what are the dynamics of continuation or

discontinuation? Drawing from the questions above (especially 1 and 2) and Fullan's (2007) educational change framework phase II on factors affecting implementation, the following section unpacks teachers' opinions regarding the implementation of educational change initiatives in Tanzanian secondary education. Teachers' views are presented to reflect Fullan's (2007) phase II elements as below.

Characteristics of Change: Need, Clarity, Complexity, and Practicality

Implementation is a critical phase in educational change landscape because it involves multiple actors who may assign different meanings and interpretations to the adopted change (Datnow; 2006; Levin, 2001). Thus, to be successful, change depends on the perceived need, clarity, complexity, and practicality of change as viewed by the actors involved in the implementation process (Fullan, 2007). Teachers in this study opined that contextual, structural, and relational features present in Tanzanian secondary education made implementation much more difficult for teachers. The perceived need for change, unclear goals, incompatibility with the classroom realities as well as lack of skills and competencies, hindered teachers in translating change into workable classroom activities.

Needs for Resources to Facilitate Change. Responding whether stakeholders such as teachers see the need for the proposed/ adopted change teachers had the following opinions to share:

I think CBC and LCA changes are relevant to students' learning because they aim to equip students with necessary competencies. But the issue is, where are the facilities to put change into action? Classrooms are overcrowded, and teachers have big workloads (Participant 11, school teacher).

Another teacher observed:

Many teachers perceive a shift from content based to Competency-Based Curriculum as a burden. Many of the teachers do not see CBC as the way to improve their practices and students' learning outcomes because of the knowledge insufficiency they have regarding the implementation of CBC (Participant 2, school teacher).

A similar experience is also recounted by another teacher who believes that: Although we are implementing *Competency-Based Curriculum*, I do not see it giving the results we need. This is because the teaching we do and resources in place, will only equip students with ability to accumulate knowledge and reproduce them during examinations (Participant 23, school teacher).

Linking the implementation of educational change in Tanzanian secondary education with Covid 19 outbreak, another teacher explained:

After Covid 19 outbreak and school closure we switched to online teaching. We created WhatsApp groups for school subjects in our areas of specialization where we could post questions and hold discussions with students. Switching to online teaching was a great idea but how many kids have smartphones and if they have, who pays for internet connections? (Participant 15, school teacher).

The experts above suggest that change becomes a reality when teachers perceive it as something of value to them and to their students. However, the overriding message communicated by the teachers' voice above is that change requires more than perceived need. As demonstrated by participants 11 and 15 teachers can acknowledge change as necessary but if there are no resources or facilities or capacities to put it into practice, change will never count.

Need for Clarity for Change. Teachers reported that many on-going educational change initiatives lacked clear procedures and goals. This constrained many changes from being implemented successfully. Teachers' response to regarding what the adopted change means to you in practice are summarized through the following excerpts:

We have been implementing Competency-Based Curriculum for quite some time now. What I see missing is... no one has taught us how to assess students' learning outcomes aligned to this new curriculum (Participant, 23, school teacher).

Other two teachers shared the same experience by saying:

The implementation CBC you are talking is 'pseudo'. While we are promoting CBC on paper, what is done in the classrooms is content based where student's learning outcomes are measured by the extent to which they can reproduce knowledge through answering the standardized tests. The mode of assessment doesn't adhere to competence-based curriculum we are trying to promote (Participant 2, school teacher).

Another teacher says:

In my opinion, the implementation of CBC remains the major challenge to many secondary schools in Tanzania. There might be several reasons to explain this but what I know is that there are no clear guidelines on how to do it better (Participant 19, school teacher).

Complexity and Practicality of Change. This element addresses questions such as what teachers' beliefs about the adopted change are and whether they have the competency to implement it. A related concern is whether the adopted change leads to quality outcomes and is realistic given teachers' practices and classroom realities. Responding to these questions, teachers cited different change initiatives and provided reasons which shape the implementation phase in Tanzanian secondary education:

With such overcrowded classrooms and big teaching loads, teaching for competencies is challenged. So, you can see the teaching and learning environment are not friendly to both teachers and students. It because of this poor learning environment that implementing Competency-Based Curriculum and learner- centred learning approaches remain a mystery (Participant 24, school teacher).

Another school teacher was of the same view by commenting:

I think the curriculum paradigm shift advocated by the Ministry of Education has worked well on papers not in practice. If you visit classrooms today, it is easier to observe that what happened in the classrooms before CBC, is happening even to date. Teachers are teaching content and students are reproducing the same content through examination with little or no application at all. The reasons for this are many-overcrowded classrooms and big workload (Participant 19, school teacher).

Another teacher added by arguing that implementing change in Tanzanian secondary education is made more difficult by the way educational change proposals are communicated to schools. With reference to CBC and other related changes, the teacher explains:

It is unfortunate that lots of energy and resources are spent in the process of initiating change, but the implementation part is ignored. I am saying this because, it a bit unusual that teachers are ordered to implement change and the only resource they have for reference is a manual or change toolkit sent by the Ministry of Education to schools (Participant 11, school teacher).

Another teacher also observed:

It is difficult because we are not sure what to do and sometimes teachers are blamed when students fail exams. For example, last year we received national examination format showing how exams were set to align with CBC, but our students have been taught based on the content-based curriculum. When we saw the format each of us was shocked because we knew that our students are going to fail. The point I am making here is that you cannot implement what you do not know (Participant 22, school teacher).

It is evident from the excerpts above that the implementation of change in Tanzanian secondary education seems problematic for two reasons (1) teachers lack competencies necessary to put change into action, and (2) there are contextual features (e.g. overcrowded classrooms and teachers' big workloads) that make the work unmanageable. In a critical theory perspective, hierarchical structural relations and power interactions manifesting in the way change is communicated to schools is another indicator of unsuccessful implementation of change in Tanzanian secondary education.

Local Factors: The Community, Principal and Teachers

The local characteristics constitutes four elements such the district, the community, the principal, and the teacher (Fullan, 2007). Each of these elements affects change at a different

capacity. For example, districts may affect the implementation of change by creating data bases for all previous changes in the district. This data base can be used as a reference by the district to manage change. Different characteristics of the community such as demographic change or unemployment may play part in inhibiting or facilitating change.

At school level, the principal may affect change by monitoring and creating supportive environment for the teacher who does the interpretation or translates change into classroom activities. Studies have shown that the success of change depends on how the district, the community on one hand, and the principal and the teacher on the other, are working harmoniously towards the common goal (Fullan, 2007; Levin, 2001). This suggests that the implementation process will succeed or fail depending on how actors at the local level interpret and commit themselves to change.

The principal. The analysis of interview data revealed that successful implementation of change depends on how the principals (school leaders) fulfilled their duties of facilitating change by (1) creating supportive working environment for teachers, (2) providing direction for change, and (3) setting goals and monitoring results. Responding how school leadership is affecting the implementation of change in Tanzanian secondary education, teachers shared the following experiences:

The school leadership does [makes] decision on our behalf regarding how to go about implementing changes brought to school. This is to say that the school leader must make sure that we have all the facilities we need to implement change and if we do not have the facilities and resources required, what is plan B? (Participant 12, school teacher).

The role of school leaders in providing direction for change is supported by another teacher who narrated:

For the past 13 years, I have seen many school leaders come and go but this one is different, he is always positive and supportive of the decisions we take to implement change here at school (Participant 6, school teacher).

The same teacher continues explaining:

I am proud of working here as a teacher. In our district, this school is exceptional because it is one of the best performing schools in the region.

So many teachers are coming here to learn from us how we are involved in implementing varieties of educational change (e.g. CBC, LCA). One of the reasons why the school is performing well is that the teachers and the school leaders are working cooperatively.

The quote above points to four factors that are essential in implementing change. They include collegiality, school leadership, supportive working environment, and professional networking.

Another teacher explained how the school leader and other factors are enhancing the implementation of change at school level:

When it comes to implementing change, our school leader plays a leading role. This means that the implementation process begins after we have brainstormed and familiarized with the change. The school leader is so cooperative and supportive in the sense that when we face challenges while implementing change, we can ask for assistance. Therefore, after we are all sure of what we are supposed to do about change, that's when the process of implementation starts (Participant 23, school teacher).

The participant pointed out the issues of teamworking, and mutual relationship as factors that are enhancing effective implementation of change. The phrase, "the implementation process

begins after we have brainstormed and familiarized with change” points to the importance of developing a shared meaning for change as a precursor to its successful implementation. Change ownership or teacher buy-in has consistently been reported in the literature as an aspect that has enhanced successful implementation of change in higher performing educational jurisdictions such as Singapore (Ng, 2008), Finland (Sahlberg, 2011) and Ontario (Levin et al., 2008).

The teacher. The balance of evidence suggests that change is more likely to be implemented successfully when the two groups of actors (school leaders and the teachers) work as a team at school level. While the school leader provides support and direction of change, the teachers offer expertise and commitment to translate change into workable classroom activities. However, in a school where this relationship and interaction are missing, implementing change becomes a struggle for teachers and school leaders. The interview data analysis revealed that implementing change in Tanzanian secondary education was either enhanced or inhibited by the teachers’ competency, commitment, and the interpretation they assigned to the decision-making process leading to change:

The problem with the government is that when they are introducing change in schools, their focus is on infrastructures and students. They completely ignore a very essential component in education, that is teachers. Teachers who are supposed to implement these changes are not trained to orient them to what they are supposed to do with the change being introduced
(Participant 3, school teacher).

Drawing from *Fee Free Education* change as an example, the participant continues explaining how the practice of ignoring teachers is affecting the implementation of change in Tanzanian secondary education:

What the government does is to ensure classrooms are available that will accommodate students to study freely. An example is *Fee Free Education* that came into being in 2015. This change has improved enrolment, but it poses a challenge to teachers who are now teaching overcrowded classes. By ignoring teachers—the implementers—many of the adopted changes are partially implemented.

The same teacher concludes by highlighting the criticality of empowering teachers with competencies they require to put change into practice. Equally important is working environment where teachers feel sense of belonging and secure to do their job, and where teachers are acknowledged as professionals and rewarded accordingly (materially and socially). Without all these in place, implementing change becomes difficult:

You may have good infrastructures, best educational policy and students are studying for free but if teachers feel less empowered in terms of skills and employment as well as financially, nothing will succeed, things will remain the same. And the results will be that the change or the policy is poorly implemented or not implemented at all.

The practical implication of this finding is that when teachers do not feel part of the dialogue and when they do not read themselves as part of the narratives of educational change implementation is less likely to succeed. In other words, teachers are critically important actors of change.

Another teacher was of the view that the implementation of educational change in Tanzanian secondary education is constrained by one-way flow of change information, predominantly in a top-down style. The one-way flow of change from the Ministry to school was interpreted as orders that were to be implemented unquestioningly. In addition, change was

received at schools in the form of overly prescriptive implementation manuals that denied teachers an opportunity to customize change to fit the local context:

During Covid 19 outbreak we received lots of directives regarding switching to online teaching from the Ministry of Education. Some of these directives were not practical given our school (context). My expectations were that the Ministry should have requested our opinions of what we thought was necessary and possible to be done given the nature of our school. Instead, everything came as an order to be implemented. Being recipients and not givers of opinions concerning change, is the major challenge facing the implementation process (Participant 14, school teacher).

Another teacher sees educators as being excluded from the implementation of change in Tanzanian secondary education:

I do not feel empowered because changes concerning curriculum or policy is something that takes place beyond schools. The practice is that whenever the need for change arises, it is either academicians from Universities or the Ministry of Education officials who are consulted about change and in turn, they are the ones who design and propose implementation strategies. From my experience, I do not see teachers having chance to implement change successfully because they are not empowered to do so, despite that they are the ones who know what is best for the students (Participant 2, school teacher).

There are four conclusions I draw from the excerpt above. First, the educational changes that are implemented in Tanzanian secondary are adopted based on decisions outside the schools.

Second, the actors involved in adopting change are never the ones who are going to put it into practice in the classroom level. Third, teachers believe that the decision makers or academicians/researchers know little about the classroom context. Finally, teachers feel powerless to implement change in ways they never participated in formulating.

External Change Agents. In interview data teachers reported that external bodies such as the Ministry of Education (MoEST), National Examination Council of Tanzania and Education authorities at the regional level, continue shaping the implementation of change in Tanzanian secondary education. Commenting how the external factors continue shaping the process of putting into practice, one teacher shared the following experiences:

The government is pressing on to *Industrialize Tanzania* and education, especially secondary education, has been identified as a crucial setting to make this move a success and because of this, the government has put in place the material and human resources needed (Participant 3, school teacher).

Another teacher observed that while it is essential to promote science subjects to equip students with competencies that correspond to job market demands, the government /MoEST should strike a balance to make sure that other school subjects in other specializations are not ignored:

The Ministry of Education is pressing on to promote science subjects and as such many teaching and learning materials are channelled to science subject's department. This has left other departments with limited teaching and learning resources. Even the school management are pressing students to study science subjects and not commercial subjects (Participant 4, school teacher).

This is supported by another teacher who recounted that:

The Ministry of Education Science and Technology has taken lead to make sure that *Industrialize Tanzania* is a success. Because of this change, subjects such as Chemistry, Physics, Mathematics and Biology and English have become the priority while other subjects are being ignored. That's why you find we are receiving many textbooks of natural science subjects than textbooks in social science subjects. I see in the future we will have shortage of competent personnel in social science disciplines (Participant 22, school leader).

Another reported that the implementation of Competency-Based Curriculum especially the assessment component was partly shaped by the National Examination council of Tanzania. NECTA in collaboration with the Ministry of Education Science and Technology (MoEST) provided guidelines how to set examinations and make assessments aligning with CBC:

We were informed by NECTA (National Examination Council of Tanzania) that we need to start implementing a new mode of assessing students' learning outcomes. NECTA has provided us with guidelines about setting questions and assess students learning outcomes (Participant 10 school teacher).

In this section I have explored, presented, and discussed teachers' perspectives concerning the process of implementing change in Tanzanian secondary education. Overall, teachers are of the view that implementing change in Tanzanian secondary education is constrained mainly by contextual factors such as overcrowded classrooms, big teaching loads and one-way flow of change. School leadership, collegiality and teacher agency have emerged through interview data

analysis as elements that need to be emphasized at school level to make the process of implementing educational change in Tanzania a success.

ETP 2014 and Educational Change in Tanzanian Schools: Teachers' Perspectives

Educational Training Policy was adopted in 2014. The policy was adopted following the review of former Educational Training Policy 1995 (ETP 1995) and as a strategy to harmonize the provision of education in Tanzania by merging several policies that operated in isolation (MoEVT, 2010; URT, 2014). The adoption of ETP 2014 was meant to ensure quality education provisioning in all levels of education. In addition, ETP 2014 was adopted as the governments' commitment to revolutionize economic changes as laid in the National Development Vision of 2025 and the National Long Term Development Plan 2011/12 - 2024/25 (URT, 2000). The National Development Vision and the National Long Term Development Plan were inverted by the government to aid Tanzania into a middle-income economy by 2025. Based on this aspiration, the education sector, especially at secondary level, was tasked to make sure that both human and physical resources are in place towards achieving this development goal (MoEVT, 2010).

As strategies to implement ETP 2014, the Ministry of Education officiated educational change initiatives such as *Competency-Based Curriculum (CBC)*, *Leaner-Centered Approaches (LCA)*, *Industrialize Tanzania Strategy (ITS)* and *Fee Free Education (FFE)* that continue shaping secondary education to date. The findings of this study suggest that since its inception, ETP 2014 has and influenced many educational changes and impacted learning in multiple ways. In the subsection that follow, I unpack ways through which ETP 2014 is affecting educational change in Tanzanian secondary education.

One-Direction Flow of Change

Studies have consistently reported that educational change landscape is characterized by top-down approach where change flows from the macro to micro level of an education system (Fullan, 2007; Levin, 2001). Interview data analysis revealed that educational change initiatives such as *CBC, Learner -Centered, Fee Free Education and Industrialize Tanzania* reforms were enacted using a top-down approach. Meaning that while the decision to adopt these reforms took part at the macro level of education, the process of translating change into practice was to be carried out in schools by teachers who did not participate to enact those initiatives. This tendency of ignoring teachers in the adoption process was consistently reported by teachers as a major block that is hindering the implementation of change in Tanzanian secondary education. Commenting how top-down approach is affecting change in Tanzanian secondary education, teachers shared the following experiences:

As I told you earlier, policies and curriculum or large educational reforms are not done by teachers. These are changes that are made at the National [Ministry] level. We, as implementers, our job is to implement what the authorities are directing us to do (Participant 11, schoolteacher).

Similar experiences were observed by another teacher who added that:

Given that the decisions about policy curriculum or syllabus amendments are made by professionals at the Ministry level, our role is to make sure that we implement them as required whether we are knowledgeable or not. For example, currently we have received a new document that is guiding us on assessment of learning objectives based on *Competency-Based Curriculum*. Although we are implementing the same syllabus, the mode of asking and constructing examination questions has not changed (Participant 23, schoolteacher).

Another teacher recounted:

The Ministry of Education wants us to implement learner-centred teaching approach or Competency-Based Curriculum. Because we lack the competencies to implement these changes and the Ministry seems happy with that, we have decided to do it in our own ways (Participant 3, school teacher).

Teachers perceive themselves as passive recipients of change. This perception in turn affects the way they translate change into action. The phrase, “our role is to make sure that we implement change as required whether we are knowledgeable or not” tells it all and sends a message to policy makers that the process of implementing change in Tanzanian secondary education is constrained because teachers consider themselves as passive actors whose role is to implement whatever is brought to schools.

From teachers’ point view, a top-down decision-making approach affects change negatively because teaching and assessment activities that were meant to align with the new curriculum remained the same. These findings are supported by the literature where studies report that top-down decision-making approach affects change negatively because proposals leading to change tend to move in “one direction from active, thoughtful designer to passive, pragmatic implementers” (Honig, 2006, p.106). One directional movement of change considers change as a technical-rational endeavor where teachers can learn how to implement change effectively by just reading and observing closely what is written on the implementation manuals sent to schools after the adoption process is complete.

Limited Capacity-building

As reported earlier in this chapter, the government through ETP 2014 has influenced major educational reforms that are on-going in Tanzanian secondary education. However, the analysis of interview data illustrates that there is little evidence that shows how ETP 2014 has

created opportunities for capacity-building among teachers to enable them implement educational change successfully. Teachers reported limited training for capacity-building to enhance effective implementation of educational change they were involved in:

Given that we are now involved in series of educational changes, teachers need to be trained from time to time to update their knowledge and respond to change effectively. It is unfortunate that we do not have the opportunities at our disposal (Participant 22, school teacher).

As implied in the excerpt, there are limited in-service or professional training for teachers in the Tanzanian secondary education. A teacher's opinion is that shortage of these opportunities hinders teachers to keep up and participate actively in implementing change because of the limited knowledge or what scholars have called knowledge constraints (Honig, 2006). Limited capacity-building opportunities for teachers suggests governments' overambitiously view change as an event which can be announced and quickly fixed without even equipping school leaders and teachers with the capacities, they require to engage in change successfully. Instead, teachers are required to be flexible and creative to accommodate changes brought to their schools as captured in an interview with one teacher who clarified that:

It is unfortunate that there are no professional training and workshops we are attending to update our knowledge. That's why when a curriculum or syllabus or policy change is introduced, we are told to be flexible and find means on our own to implement change (Participant 2, schoolteacher).

The teacher in the quote acknowledges the importance of professional training and workshops as platforms to build capacity for teachers. By using the phrase, "to update our knowledge" the participant is of the view that implementing change successfully compels teachers to have regular training and workshops that will equip them with current knowledge and

practices required in the field. It also means that effective implementation of change cannot be achieved by simply complying to the directives. Instead, teachers need opportunities to learn, observe, practice, and develop new competences to put change into action.

Limited opportunities to provide teachers with the ability to implement change is also reported by another teacher who brings in an interesting finding by remarking that a top-down approach to change is viable, because officials at the Ministry of Education are our fellow teachers who are just assuming leadership positions in the Ministry:

I do not see any problem with top-down approach to change because officials at the Ministry of education are teachers by profession and they know why in-service training is mandatory to teachers to enable them address change effectively. But my worries are that, after adopting change why are teachers not trained to implement change. It is unfortunate we are not involved in making decisions not trained on how best to implement those decisions as the result, we end up having poor implementations plans which results to poor learning outcomes (Participant 19, school teacher).

In this quote, the teacher believes that the officials in the Ministry of Education are professional teachers who must know the importance of orienting teachers to change through regular professional development opportunities. Some other participants attributed limited professional development opportunities with policy-practice gap (reported in Chapter 5) that is affecting the implementation of change in secondary schools. These participants reported that although the policy (ETP 2014) mandates regular professional development and in-service training for teachers to update their professional skills, the practice is different. Many of the teachers reported to have not attended any professional development or in service training for the

past 5-10 good years even though they have been involved in different educational changes their schools are mandated to implement.

Intellectual versus other Basic Human Needs

In this study, I found that the execution of *Fee Free Education* as well as the ETP 2014 in general, influenced some practices whether intentionally or unintentionally, which led to unsustainable working environment in schools. The analysis of interview data disclosed various dichotomies or practices that are challenging educational change landscape in Tanzanian secondary education. At one level of the analysis, I found what I called an intellectual versus human needs binary. Data suggested that the plans, approaches, and funding strategies adopted to implementing change have strengthened cognitive outputs for learners versus meeting other essential human needs, something that is affecting teaching and learning. The excerpts below illustrate further:

There are students who walk more than 15 kilometres to and from school.

While they at school, they get no breakfast, no lunch. In my opinion, *Fee Free Education* should go hand in hand with free provision of meals in schools (Participant 19, school teacher).

Another participant also commented on this problem by saying:

As you have seen, our school is located far away from town, there are no restaurants no shops to buy food, and this is a day school where food is not prepared because the school has no budget for this, and parents are unwilling to contribute to feed their children. This problem affects us teachers too. We can stay here from morning to 3pm without eating anything. This is a challenge to teaching and learning and that's why students' participations during afternoon classes is low (Participant 16, school teacher).

The excerpts above illustrate one of the common African proverbs, simply translated in English as “you cannot teach an empty stomach”. This suggests that while we care much about nourishing the cognitive dimension of learning we should not ignore the physiological needs of the students. These two entities depend on one another to make learning by an individual to occur (Gianakos, 2009).

The analysis of the governments’ commitments through ETP 2014 and Secondary Education Development Program (SEDP) II initiatives includes assurances that food and other services are sufficiently supplied in schools and colleges.

The Government shall ensure that essential services including better food, communication, electricity, clean and safe water, and health are available in schools and colleges (URT, 2014 p. 32).

The government understands the importance of supplying meals to students to enhance access and equity. It attempts to achieve this by sensitizing the community to contribute for their children’s meals. In addition, the government acknowledges the role these services bring to teaching and learning process. Meals provision along clean and safe water is said to increase teachers and student’s participation in the education and training process (URT, 2014). The literature on educational change reports free meal provision as one of the strategies employed by the Finnish government to provide equal chance to every youngster in Finland to learn (Laukkanen, 2008; Sahlberg, 2011). As one of the high performing education systems in the world, the Finnish example provides a lesson that need to be emulated by all educational systems around the globe implementing *Fee Free Education* change including Tanzania.

Teaching as Performative

The second assumption disclosed through the analysis of data in this study is a view that teaching is a strictly performative task, and not dependent upon professionalism. While it may

sound illogical to dichotomize teaching and learning, evidence from interviews and the literature offer an illustration of this separation. It was disclosed that there are many initiatives in place that are being done at the macro and micro level of the education system in Tanzania that have negatively affected the implementation of *Fee-Free Education* in secondary education. This is to say that there are many more initiatives and commitments launched by the government to improve learning compared to efforts done for the purpose of improving teaching. For example, out of 50 policy statements put forth by the Ministry of Education Science and Technology about strategies of implementing ETP 2014, there is only one statement (3.5.3) that is about the teaching force and teachers, the remaining 49 statements are about learning and students:

The Government shall ensure that ethics and the behaviour of teachers and other staff are observed at all levels of education and training (URT, 2014, p. 51).

The policy statement quoted above suggests that the policy makers and educational officials in the Ministry of education are more concerned with the teachers' accountability to achieve higher learning outcomes in schools. However, the tone communicated in the policy statement suggests a need for imposing accountability to teachers, an assumption that comes from considering teaching as a performative, rather than a professional task. Empirical evidence from higher performing jurisdictions such as Ontario and Finland confirm that imposed accountability as indicated in the policy statement is not often successful. Instead, scholars propose internal accountability as a viable approach to successful policy implementation (Levin et al., 2008). Internal accountability is what Fullan's educational change model (2007) has recommended as one of the effective strategies of buying in implementers of change in the education system. The findings above are in line with what the teachers reported through interviews:

The problem with this country is that they do not take teaching and professional training as a priority. They are rather concerned with increasing enrolment in secondary schools, create more classrooms and purchase books. They are ready to construct laboratories and libraries, but they completely forget that teachers have no space for offices where they can sit and prepare lessons (Participant 3, school teacher).

Another participant had the view that:

I think it is a call to all educational systems in the world to educate their people. It is important to make sure that there are good infrastructures, enough teaching and learning materials, accessibility to education is high and the like...but it will be a bit shocking to learn that, it is the same educational system that is not paying attention at all to make sure that teachers are equipped with the necessary skills, competencies and capacities that will impact students' learning (Participant 14, school teacher).

The excerpts above suggest that by focusing on to improve learning without investing the same energy to improving the teaching workforce may have detrimental consequences to the implementation of educational change and ultimately the learning experience for students.

McConville (2013) also critiqued this model arguing that it was totally wrong to regard teaching and learning tasks of teachers as if they were separate activities occurring in the classroom. He argues, many efforts have been made by teachers to understand the learner and their contexts through approaches such as learner-centered or students' voice approaches. In this view, McConville (2013) suggested that despite much emphasis placed on the learners and their context, there is a need to shift attention back to the teachers and their working conditions. In

other words, investing on teachers' agency and expertise—their professionalism is said to make a significant difference on students learning outcomes.

In this section I have presented teachers' perspectives regarding ways through which ETP 2014 is affecting secondary education. The interview data suggested that ETP 2014 had affected educational change and the Tanzanian secondary education in many ways but mainly through (1) one-direction flow of change, (2) limited capacity-building for teachers, (3) intellectual versus other basic needs, and (4) teaching as performative. These elements appear to demean the role of a teacher in Tanzanian secondary education landscape. Reversing this trend, requires empowering the classroom teacher with human, social and decisional capitals (Hargreaves & Fullan, 2012) reported in the last section of this chapter. The next section of this chapter reports on teachers views regarding the benefits of the application of this policy in relation to educational change.

The Motives of Educational Change and Benefits of ETP 2014 in Tanzanian Secondary Education

Before unpacking the areas ETP 2014 is benefiting secondary education, I delved into the data to learn teachers' thoughts concerning what they characterized as the motives of educational change in Tanzanian secondary education. Teachers were of the view ETP 2014 engineered educational change initiatives such as *Competency-Based Curriculum (CBC)*, *Learner-Centered Approaches (LCA)*, *Fee Free Education (FFE)* and *Industrialize Tanzania Strategy (ITS)* to improve quality and accessibility of education in Tanzanian secondary education with the following main objectives summarized in bullet form.

- Enable students to acquire relevant skills and competencies.
- Improve learning and to raise students' examinations pass rates.
- Equip students with employability and labour market skills.

- Learn from what other educators are doing elsewhere.
- Engage students actively in the lessons.
- Increase accessibility to education.
- Improve instructional practices.
- Respond to the spirit of time (responding to the demands and forces of time, e.g., forces of globalization).

The Benefits of ETP 2014 on Tanzanian Secondary Education

Teachers' opinions suggested that ETP 2014 has benefited the Tanzanian secondary education in many ways. Teachers attributed the decision to provide basic or elementary education free of charge to increased enrolment in Tanzania secondary schools. A teacher explained by sharing this experience:

The main objective of ETP 2014 was to make sure that every child in Tanzania receives a mandatory quality education. It is the same policy that led to school fees and other contributions to be abolished. This aimed to remove some financial difficulties that hindered parents from sending their children to school. By declaring secondary education free, many students are now going to school (Participant 15, school teacher).

A second teacher added:

We have *Fee Free Education* that came into being in 2015 after a new policy was introduced. This change has improved enrolment though it poses a challenge to teachers who are now teaching overcrowded classes (Participant 3, school teacher).

Teachers see ETP 2014 and *Fee Free Education* change impacting the Tanzanian secondary education positively. By free education, many students especially from poor families

are getting education. This points to the Dakar Framework for Action Protocol (2000) deliberations of acknowledging education as basic right to every individual (Madani, 2019). The practical implications are that education is a basic right and public good. The philosophy of education as a public good call for the government's continued commitment to make sure that quality education is provided to all school going children regardless their socio-economic status.

Teachers also reported that ETP 2014 is impacting secondary education provisioning by equipping students with core competencies and skills needed in the world of work. This has been enhanced through various educational reform initiatives such as *CBC* and *LCA* introduced as part of ETP 2014 implementation strategies:

The curriculum reform from *content-based curriculum* to *Competency-Based Curriculum* was emphasized to equip learners with competencies and skills needed in the world of work such as problem solving (Participant 19, school teacher).

Another teacher added by explaining that:

With the introduction of *Competency-Based Curriculum and Learner-Centered Approaches*, students are doing great in their national examinations. This signals the fact that higher order learning skills that are being emphasized by the new curriculum and classroom instructions are in place (Participant 22, school teacher).

Teachers are of the views that the paradigm shift in the curriculum and classroom instructional practices are enabling students to acquire core competencies they need in the world of work. In addition, teachers use students improved national examination performance as an indicator that the core competencies of creativity, problem- solving, and collaboration are being achieved.

Interview data analysis revealed further that ETP 2014 has increased the provisioning of in-service training for science teachers, and it has directed the restoration Teacher Resources Centres (TRCs). TRCs were meant to bring professional development activities such as seminars, workshops, and in-service training closer to where teachers are working and make them school based:

It is after ETP 2014 when many trainings for science teachers began. These include the introduction of lab practical examinations, the campaign to build three laboratories in each public secondary school (Chemistry, Physics and Biology labs). If you look at the previous national examination results, the performance of students in science subjects has improved since 2016. This is attributed to changes brought by 2014 ETP. ETP 2014 also brought many in-service trainings for science teachers funded by JICA (Japan International Cooperation Agency) and it emphasized on reinventing teacher resource centers. I am one of the beneficiaries of JICA (Participant 2, school teacher).

Professional training for science teachers was improved after the introduction of 2014 ETP. School infrastructures such as building laboratories for science subjects were enabled by this policy. An introduction of lab practical exams was realized this time and they improved students' national examination results performance. The influence of donor agencies such as JICA in supporting teacher professional capacity building was also enhanced by ETP 2014.

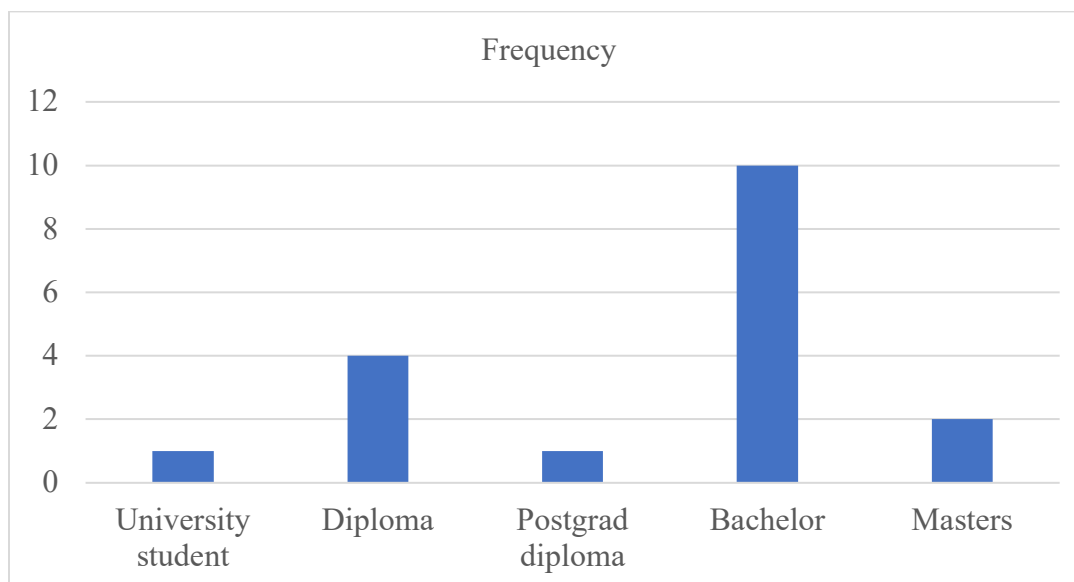
Interview data also disclosed that ETP 2014 has opened avenues for satellite schooling which are designed to serve children of pastoralist communities who keep moving from one place to another. The last section of this chapter, reports findings on how professional capital is empowering teachers with agency and power in Tanzanian secondary education.

Professional Capital and Educational Change

Professional capital encompasses human, social, and decisional capitals (Hargreaves & Fullan (2012). Human capital involves competencies or knowledge base the individual has acquired as part of schooling and work experiences. The social capital develops through teamwork and collaboration of the educator with colleagues over time to share knowledge and learn from each other. The decisional capital is concerned with educators' ability to make decisions when they face complex situations. It draws on ones "experiential wisdom to make decisions about practice" (Stone-Johnson, 2016, p. 29). Teacher professional capital is nurtured in a school context where these capitals (human, social and decisional) are regarded as mutually dependent.

Teachers' Human Capital and Educational Change

In this chapter, I investigated to learn the knowledge base of teachers (human capital) and how it has enabled or constrained the implementation educational change in Tanzania secondary schools. The interview data suggests that all teachers had strong base of human capital demonstrating high profile of expertise and rich working experiences. The figure below illustrates.

Figure 4*Teachers' Human Capital Profile*

Source: Field data

Figure 4 shows out of 18 teachers, one was a practicing teacher (university student in the final year), four had a diploma in education, one had a postgraduate diploma qualification. In addition, 10 teachers were holders of bachelor's degrees and lastly, two were graduates of master's degree. The analysis of interview data suggests that many of the teachers who participated in this study (17 out of 18) had strong and rich human capital profile because they possess optimum qualifications, relevant skills, and experiences to work effectively in Tanzanian secondary schools.

Interview data analysis for my study provide evidence that links human capital to professional development. This suggests that the sustainability of human capital and teachers' growth as professionals depend on the availability of reliable and continuous on-going professional development opportunities. Teachers were of the views that regular professional development opportunities will equip and update them with the knowledge and skills they require to implement change most effectively:

In-service training and professional development must be provided regularly to equip teachers with relevant information and skills about change.

Unfortunately, this is not happening here, I have been working for 6 years now but no in-service training, workshop, or seminar I have attended.

Professional development must involve all teachers not only few teaching science subjects (Participant 15, school teacher).

Another teacher also observed narrating that:

The Ministry should emphasize regular professional development opportunities to create a capable and well-trained teaching force. Professional trainings are key to enabling teachers to come up with more up-to-date knowledge and skills (Participant 19, school teacher).

Data generated from interview shows that there is limited professional development opportunities for teachers in Tanzanian secondary education. In average, most school teachers (13 out of 18) reported to have not attended any professional development in the past five to ten years. This has consequently impacted the way teachers as professionals are teaching and responding to educational change initiatives. This has consequently hindered effective implementation of on-going educational reforms in Tanzania secondary schools because (a) teachers' lack relevant knowledge or skills about the educational reforms at hand, (b) unsupportive working conditions (c), insufficient professional trainings channeled to few special science teachers.

This implies that teachers' human capital may be enhanced in contexts where professional development opportunities are fairly and continuously provided to all teachers. Where there is supporting working conditions and where teaching and learning materials are sufficiently supplied. All these must be emphasized to equip teachers with agency, power, and

competencies to enable them to make the right decisions of putting change into practice more effectively. Underscoring on the importance of updating teachers' knowledge from time to time, one teacher commented:

Knowledge keeps on changing from time to time unfortunately we are not updated either in content or pedagogy to implement change our school is involved in. This way we lag in many respects (Participant 23, school teacher).

These accounts suggest that despite educational changes that are on-going in Tanzania secondary schools, professional development and in-service training opportunities to teachers are limited. This implies that the Ministry of Education should take professional development and in-service trainings for teachers as a priority. While teachers acknowledge that knowledge is never static and it keeps changing, denying them opportunities to update knowledge through professional development and in-service training is detrimental not only to teachers' career and professional growth but also to the implementation of educational change they are involved in.

Teachers' Social Capital and Educational Change

Social capital is defined as “collective impact of group of educators who collaborate” (FitzGerald & Quinones, 2018, p.3). Studies have consistently reported that to bring the desired educational change, human capital must be combined with other components such as social capital (Hargreaves & Fullan, 2012; Leana, 2011; Visone, 2018).

The analysis of interview data revealed that social capital (ability to network and share knowledge and practices) in Tanzanian secondary education develops in platforms such as team teaching, collaboration, and inter-school associations, which are occurring at the school level. In addition, teachers acknowledged that they benefited more when they worked in a team to

implement change than working alone. They had the views that working in a team enabled them to share knowledge and best practices in implementing change:

We sometimes work as a team because we brainstorm together the best practices to implement change effectively (Participant 4, school teacher).

The benefits of teamwork in implementing change were also shared by other several teachers as captured in the excerpts presented below:

Through teamwork I learned strategies used by colleagues to implement change and what works for learners. Now I know to align my lessons within *CBC and LCA*. Apart from improving my practices, I see students' performance has improved too. One of the techniques I have learned from teamworking with colleagues especially senior teaching members is giving our student holiday package, to keep them busy during the term break (Participant 7, school teacher).

Another participant also reported:

There are many benefits because when teachers from different schools meet, they first learn from each other how to go about change and secondly, they teach each other the best approaches to implementing educational changes in line with students' learning outcomes. This informs teachers professional practices that may improve students' learning (Participant 11, school teacher).

Commenting on the differences between working alone and in a team to implement change, the teacher observed:

When you team up in teaching to implement change, you share competencies and values as professionals. Once you bring these skills and

knowledge in the classrooms, you improve your practices and learn the best practices that will eventually benefit learners too (Participant 3, school teacher).

Collaboration through pair or team teaching and inter-school associations as described by teachers in this study are avenues through which social capital can be nurtured and strengthened in Tanzanian secondary education. To be successfully, social capital calls for educational policies that prioritize and put enough fund to cater for the expenses involved in school based professional training activities. Funding school based professional trainings is likely to improve teacher practices by attracting many stakeholders interested in team teaching and collaboration, which in accordance with Fullan's (2007) educational change model, are critical components towards attracting many teachers committed to educational change.

Resistance to Change: Teachers' Expression of Decisional Capital

Interview data analysis revealed that decisional capital was exhibited when teachers challenged and expressed the need to devise school curricula or syllabi and assessment activities to suit students' needs. The interview findings revealed that 11 out of 18 teachers were not satisfied with the way teaching and assessment activities were conducted. Instead, they advocated for assessment activities that pay attention to multiple dimensions of learning outcomes. The Teachers emphasized that contemporary modes of schooling and some educational reforms underway in Tanzania secondary schools were not providing desired learning outcomes to students. Teachers regarded contemporary mode of schooling as being insufficient to equip students with desirable competencies that will enable them to address challenges they are facing daily. In its place they proposed:

To equip students with the competencies they require, we need to change the modes of assessment. The examination-oriented assessment, which confines

within cognitive dimension only is not giving us the results we want. The view that students' success or intelligence should be measured through examinations alone is misleading. We should come up with a model of assessment that aligns tests with other modes of assessment and include other dimensions of learning as well (Participant 2, school teacher).

Another school teacher augments the excerpt above by saying that:

I think we are forcing our students to study Biology, Physics or Geography while they are interested in doing mechanics, carpentry or farming and other vocational training courses. And sometimes if you talk to students, some are saying I am here studying because my dad forced me to come to school, but I wanted to be a driver or artist. So, why keep this kid for four years while his/her interest is not in formal education but rather in vocational education. Therefore, it makes sense if students are allowed to pursue what interests them (Participant 19, school teacher).

With reference to the quotes above, students' learning outcomes are assessed based on how good students have accumulated knowledge as opposed to mastering of competencies, which is advocated in educational reforms such as *CBC, Learner-Centered and Industrialize Tanzania* reforms. Teachers also contested practices whereby the best students in singing, drawing, athletics, or football/soccer but average in mathematics or English or science, are not acknowledged. Teachers see schooling of this nature as problematic because it narrows education to deriving formulas, to calculate, to discuss or mention concepts through pencil-paper learning and ignore other dimensions of knowledge. Nevertheless, in most cases students who display talents but are weak in mainstream subjects are labelled as failures because talents are never assessed in standard examinations.

In summary, teachers are resisting and challenging the current mode of schooling by underscoring the need to bring students' needs at the center of teaching and learning and avoid examination-oriented knowledge. These findings are supported by studies in Finland and Singapore where scholars reported that these countries have successfully reformed their education system by investing in teaching force especially teachers' autonomy and professionalism. These elements empowered teachers with ability to make decisions that helped to bring the interests of students at the core of the learning process (Ng, 2008; Risku, 2014; Sahlberg, 2011). Shirley (2016) alludes to this argument by stressing that "decisional capital could be promoted "by respecting students' and educators' wishes to learn at their own pace by selecting curricular topics that correspond with their own interests at a given point in time" (p. 312). The implication to policy makers is that any proposed educational change must promote flexibility and allow teachers to decide what suits students best (Datnow, 2002; Fullan, 2007). In other words, educational changes that are practical and focusing to meet and solve students' needs are more likely be influenced by decisions made by educators at the classroom level.

Reclaiming Teaching and Resisting Status Quo

This is another aspect through which teachers in this study expressed their sense of decisional capital and resisted change. Interview data analysis revealed that teachers regarded top-down educational change directives as ideologies employed by authorities to reproduce social order in schools. This is contrary to the main agenda of educational change, lifting students' learning outcomes (Fullan, 2007). Teachers described the absence of continuous professional development opportunities as governments' lack of commitment to improve students learning outcomes and capacity building for teachers as professionals. Top-down decisional making strategies and failure to invest in capacity building for all teachers were critiqued by teachers some of which are captured in the excerpts presented below:

Whenever the need for educational change or reform arises, the Ministry of Education should make sure that all teachers are aware of these changes and that they are equipped with competencies necessary to implement change. The Ministry should stop this tendency of bringing changes to schools as orders to be implemented (Participant 14, school teacher).

Teachers are of the view that as implementers of change, they have the right to be involved in educational change process. Teachers' involvement in change can take many forms including being oriented to what change requires to be implemented effectively. The findings of the interview data also revealed that while teachers were sidelined in the decisions to initiate reforms, they were later tasked to implement those decisions at school level. This in turn, affected how change was put into actions leading to poor learning outcomes. To illustrate this, one teacher explained:

Many of the decisions made about change in this country are not for solving problems in education and improve learning but rather decisions are made to

serve officials' interest. I think it is time to trust and treat teachers as experts who can make relevant decisions when it comes to change, regular workshops, professional talks, and in-service trainings can serve the purpose of keeping teachers up to date (Participant 16, school teacher).

From the point of view of teachers, change decisions that sideline teachers in the cycle of decision making to improve students' learning outcomes are problematic. As a strategy to reclaim their position as experts in educational change landscape who can make a difference, teachers advocated for recognition of their expertise and autonomy as professionals who know what is best for their students:

I know teachers are key people that should be trusted to make decisions related to pedagogy, policy, and curriculum choices. Because they are the ones who know what is going on in the classroom and what is best for the students and the community. Unfortunately, they are not given chance to do so. Instead, they are receiving directives from the Ministry or other educational authorities to implement (Participant 11, school teacher).

The issues of top-down approaches to change constrain teachers' ability to make decisions relevant with students needs but also teachers are denied opportunities to grow as professionals because their agency and expertise are silenced. As evidenced in the international educational change literature, side-lining school people to make decisions about educational change has been criticized and widely documented in the literature as an obstacle that is positioning teachers on the wrong side of the stick (Datnow, 2002; Smit, 2001). Scholars in educational change landscape acknowledge the need to reclaim educational authority as a strategy to equip teachers with professional capital to ensure that classroom practices and choices

they make benefit the students. The goal must be to equip teachers with agency and power in the educational reform process towards reclaiming teaching status in education (Vongalis, 2014)

From critical pedagogy perspective Apple (2000), Apple and Beane (2007), Mislav (2015) report that teachers who are autonomous and whose working environment are characterized with some sort of democratic elements, are more likely to make pedagogical choices that are relevant to their work and students' needs. Stressing on the importance of teachers' autonomy, Mislav (2015) argued that "like other professionals, teachers need professional knowledge and autonomy to decide the course of action relevant for their work" (p. 279). In other words, teachers are expected be at the centre of educational change initiatives and take lead in initiating and implementing reforms if we are to see effective policy responses (Schleicher, 2011).

Giroux (1988) added that teachers are critical actors in the success of education improvements. He further maintained that given their position in the classrooms, teachers must not accept policies and educational reform directives at the face value. Instead, they must reflectively challenge and question those directives to understand the goals and lastly devise strategies through which those directives might be successfully implemented.

The implications to policy and research in educational change is that to destabilize the persistence of prescriptive educational changes and equip teachers with agency and power in Tanzanian secondary schools, teachers must assume a new position and play new roles in educational change process. Instead of assuming passive recipients of change, the position they have occupied for decades, teachers must now play political roles as activists who aim to create and foster awareness concerning belittling ideologies that have always kept them out of the decision-making cycle concerning educational change.

Chapter Summary

In this chapter, I have explored educational change in Tanzanian secondary education from the perspectives of teachers. Interview analysis has revealed that teachers are participating in both macro and micro educational change initiatives in Tanzanian secondary education. The study findings have demonstrated that both the initiation and implementation of educational change initiatives in Tanzanian secondary education originate and are negotiated by multiple sources, aspects which make educational change a contested phenomenon in Tanzanian secondary education. The chapter also has unpacked ways through which ETP 2014 is affecting educational change in Tanzanian secondary education. I have also presented and analyzed the benefits of applying ETP 2014 in relation to educational change. Finally, I have concluded the chapter by throwing light on how professional capital operationalizes teacher agency and power in Tanzanian secondary education.

Chapter 7: Discussion of Findings and Conclusions of the Study

Introduction

In this chapter, I elaborate and discuss the significance and implications of my study findings. This chapter is organised into three sections. In section one, I restate my research purpose, questions, and briefly present key findings of the study. Section two unpacks the research findings by situating them in the wider field of education and educational change to learn how they compare or contrast with the previous research. In section three I briefly reflect on the limitations of the study and then provide the recommendations for future research. Finally, I close the chapter by summarizing and writing the conclusions of the study.

Research Problem, Questions and Key Findings of the Study

This study sought to understand the process of educational change in Tanzanian secondary education from the perspectives of three groups of actors: policy makers, school leaders, and teachers. The study was set to answer this general question, “what are the perspectives of three groups of actors (policy makers, school leaders, and teachers) regarding the process of educational change in Tanzanian secondary education?” The rationale for conducting this study was derived from voluminous mountains of evidence suggesting that educational change initiatives remain dominated by mandated or top-down decision-making approaches (Dachi, 2018; Datnow, 2002). This approach to change is considered ineffective because it has completely sidelined teachers and school leaders from the cycle of decision making (Huberman & Miles, 1984; Smit, 2001). In addition, it obliges teachers and school leaders to implement change that they did not take part in formulating (Craig & Ross, 2008; Dachi, 2018; Sikes, 1992). Lastly, it has intensified tension between policy makers and implementers, leading to poor implementation of change in schools (Fullan, 2007; Levin, 2001). It is against this background that this study was set to answer the following research questions.

- i. How do teachers, school leaders and Ministry officials see ETP 2014 as affecting educational change in Tanzanian secondary education?
- ii. What do these groups view as the benefits and limitations of the application of this policy in relation to educational change?
- iii. How have issues of agency, power, and professional capital, enabled, or constrained educational change in Tanzania?

The analysis of interview and document review data suggests that educational change in Tanzanian secondary education is a phenomenon that is negotiated within multiple power relations, which complicate the processes of initiation and implementation. The findings support the argument that educational changes brought to schools in a top-down fashion are complicated and difficult to implement. In addition, the analysis of data revealed that on the one hand, implementation of change is constrained when (1) there is limited interaction between actors at the macro (Ministry) level and those at the micro level of education (school), (2) proposals leading to change flow in one direction (top-down), and (3) there are series of disconnected changes. Data analysis also suggests that change could be implemented more successfully when there is supportive school leadership, collegial power relations and interactions, and when teachers and school leaders are acknowledged as co-partners in educational change process. Moreover, the findings of my study suggest that the complexity of change in Tanzanian secondary education is heightened by limited physical and fiscal resources, which when paired with lack of political will to invest in education, complicates the process of change.

In the next section, I use my research questions as a compass to aid the discussion and suggest the implications of the study findings. However, before I discuss how ETP 2014 is affecting Tanzanian secondary education and the processes of educational change, it is worth to remind the reader the contextual factors that prompted the development of this policy.

Context and Environmental Structures

Context is a critical element that shapes the policy-making process (Levin, 2001; Weaver-Hightower, 2008). Context may encompass politics, culture, social economic and ideologies. In this study, the context that shaped the development of ETP 2014 involved social, and economic elements. The review of documents such as ETP 2014 and SEDEP II 2010-2015 showed that the development of ETP 2014 was attributed to the public's dissatisfaction with the quality of education offered by the state, as well the 1990s poor socio-economic conditions, which deteriorated public education (MoEVT, 2010; URT, 2014). Similar findings are also reported by Buchert (1997) who disclosed that the macro-economic and political development consequences of the early 1980 and 1990s, where the education sector underwent decreased enrollment, poor performance and higher illiteracy rates, are all elements that influenced the development of a new policy. In addition, pressure from NGOs and development partners played a determinant factor in the development of a new policy in 2014 (URT, 2014).

Other factors that incited the development of ETP 2014 were increased gender disparities and low morale among the teaching work force (MoEVT, 2010; URT, 2014). There are other internal factors such as inadequate teaching infrastructure and learning facilities, shortage of teaching staff especially science subject teachers, poor teaching /working conditions and, special needs education, challenges related to the language of instruction (LoI) and incompetent teachers and students (NF-CPDPT, 2017). There was also seen to be a prolonged education system structure and irrelevant curriculum that had failed to respond to economic, technological, social, and political changes happening within and beyond Tanzania (URT, 2014). Kapilima (2018) adds to the list by observing that there were also issues related to leadership, legal and administrative capacity challenges in implementing the ETP 1995 that led to the development of a new educational policy.

Dominant Western Educational Discourses

The contemporary context of educational policy development, including the development of ETP 2014 in Tanzania, is influenced by dominant Western discourses. Western discourses are ways of thinking shared by educators predominantly from developed countries regarding best educational models, best instructional practices, classroom sizes, educational policy components and efficient educational change strategies (Fleisch, 2018) to mention just a few.

Globalization is one of the global forces that is shaping the development of educational policies in developing countries (Samoff, 1999; Steiner-Khamsi, 2004). Globalization is defined as the “direction in which the world considered as a whole is moving” (Robertson & White, 2007, p. 55). In Africa, globalization takes many forms. One of these involves transfer of the ‘best instructional ideas’ (e.g. learner-centred teaching approaches, 21st century skills and competencies, diversity, and inclusion) through educational change or policy borrowing strategies (Steiner-Khamsi, 2004). Another form involves dependence on overseas aid or grants to sustain the resultant policy or change (Taylor et al., 1997). These forms of globalization and the way they are operating limit countries in Africa when it comes to designing and developing educational policies that are relevant to their context (Williams, 2010). Globalization forces include a variety of international players, including the World Bank, the Organization for Economic Cooperation and Development (OECD) and the International Monetary Fund (IMF). These forces continue shaping the Tanzanian educational policies and educational change initiatives in terms of privatizing schools, standardized tests and cost sharing (Makule, 2008).

Document analysis revealed that the context in which ETP 2014 was developed is attributed to many factors, including ineffectiveness of the previous educational training policy (ETP 1995), to respond to external pressures brought in by forces of globalization (URT, 2014). For example, it was further revealed through the findings of my study that unemployability of

Tanzanian youth and structural changes in the labour market brought by a globalizing economy led to new ways of training and recruiting students to equip them with relevant skills and competencies (MoEVT, 2010). This presupposes that the model of schooling and educational policies is programmed in such a way that equips youth with the skills demanded in the global economic system (Williams, 2010). In the same vein, document analysis in this study revealed that the development of ETP 2014 was partly to prepare human resources with essential skills towards the realization of 2025 National Development Vision (NF-CPDPT, 2017; URT, 2014). Tanzania aspires to be a middle-income country by 2025. To achieve this, ETP 2014 is regarded as a driving force and necessary response to legitimate pressures of globalization (MoEVT, 2010).

Studies by De Souza, (2018) and Tan (2010) in Singapore and Taylor, Rizvi, Lingard, and Henry (1997) in Malaysia illustrate further the power of globalization in influencing policies and curriculum change in different regions of the world. For example, studies report that as a response to the growing knowledge economy, Singapore customized its education system to fit global market economy demands by borrowing ideas from USA and UK schools (De Souza, 2018; Tan, 2010). Malaysia on the other hand adopted its higher education policies from Australia. The focus of the new policies in higher education were twofold. First, to create the workforce that will integrate Malaysia into the global economy and secondly to privatize post-secondary education to create more opportunities for higher education -one of the core tenets of globalization and neoliberal policies (Williams, 2010). Given these patterns, it is possible that similar forces of globalization and workforce training are also operating in Tanzanian policy development.

The Forces of Globalization and ETP 2014

The findings of my study suggest that the forces responsible for the development of ETP 2014 can be grouped into two categories: internal and external. For example, the forces of globalization including improved science and technology, education for girls, capital investment, privatization of public enterprises, and transnational movement of labour as external factors, necessitated a new policy (URT, 2014). This suggests that the review of ETP 1995 to ascertain how knowledge was produced through this policy was responding to the emerging skills and knowledge put forth by globalization.

Put together, external pressure from international, regional, and national interests, as disclosed in the document review of SEDEP II (2010-2015) and the related literature, had significant influence on the development of ETP 2014 and the educational reforms this new policy came to support (URT, 2014). For example, deliberations to have a compulsory basic education for a period of no less than nine years among SADC member states in 1997, the call for education for all by the Dakar Protocol in 2000s, recognition of Science and Technology in education put forth by the UNESCO Perth Agreement in 2007 and the East African Unity agreement in education and vocational training, all contributed to the development of ETP 2014 (URT, 2014). This supports the contention that ETP 2014 was meant to enhance developmental regionalism and participation of Tanzania in the global economy and politics (Kamwendo, 2009; URT, 2014). Participating in the regional and international blocs makes access to foreign aid and loans channeled to regional blocks and other international cooperation easier than it does to individual states (Ajulu, 2001). A key implication is that Western discourses and globalization are fundamental elements in explaining the processes of educational change in Tanzanian secondary education. It is through these forces that the decisions to initiate and implement

different on-going educational change initiatives in Tanzanian secondary education, as demonstrated in chapters 5 and 6 are drawn from.

ETP 2014 and Educational Change in Tanzania

This sub-section reports how teachers, school leaders and the Ministry officials see ETP 2014 affecting educational change in Tanzanian secondary education. The study findings (Chapters 4, 5 and 6) revealed that ETP 2014 was adopted mainly for two reasons. The first concerns with enhancing the quality of education provided in Tanzania by harmonizing and merging several policies that operated in isolation prior 2014 (MoEVT, 2010; URT, 2014). The second reason concerns revolutionizing the economy by creating human capital towards the realization of the national development vision of becoming a middle-income economy by 2025 (URT, 2014). To realize these aspirations and put ETP 2014 into action, the government officiated different on-going educational change initiatives such as *Competency -Based Curriculum* (CBC), *Leaner-Centered Approaches* (LCA), *Industrialize Tanzania Strategy* (ITS) and *Fee Free Education* (FFE), which have affected Tanzanian secondary education to different degrees and with varying effectiveness.

One-Direction Flow of Change is Problematic

The findings of this study revealed that ETP 2014 engineered various educational change initiatives that are on ongoing in Tanzanian secondary education. However, the implementation of these reforms is difficult partly because of the way they were communicated and transferred to schools. Contemporary educational change initiatives in Tanzanian secondary education were communicated to schools in a constrictive top-down approach. This approach was viewed by teachers and school leaders as complex because in most cases, change brought to schools was accompanied with prescriptive implementation manuals that left teachers and school leaders with limited options to customize change to suit the needs of their students and

classroom' realities. In addition, this study disclosed that top-down approaches to educational change have blocked the voices of school leaders and teachers even though they are the key implementers of educational change. This in turn, has negatively impacted effective implementation of change leading to undesirable learning outcomes in Tanzanian secondary education.

While teachers and school leaders regarded a top-down approach to change as problematic, the Ministry officials supported it by arguing that it is a normal approach used by the Ministry to communicate authority or responsibility to different stakeholders. This finding points to vertical power relations and interactions between actors in the macro and micro level of education, which has been consistently reported to be ineffective in educational change literature (Fullan, 2007; Hall & Hord, 2006). Joint efforts are needed from the Ministry officials, school leaders and teachers to make sure that all practices that have hindered the implementation of change in the past are addressed to maximize students' learning outcomes. One of the strategies through which this can be achieved is by empowering teachers with agency and power to make decisions and alter some of the guidelines of change that do not align with the classroom realities in Tanzanian secondary education.

Congruent to the impracticability of top-down and interaction between policy makers and the implementers of educational change, Leyendecker (2008) found that failure to effectively implement top-down educational change initiatives was caused by overambitious policy makers who paid no attention to the realities of the classrooms and to the actors working at the school level. Leyendecker further maintained that during the adoption of educational reforms in Sub Saharan Africa, policy makers set goals that were too far from the realities of the classrooms and teachers' knowledge and practices.

Other studies also reported that failure to acknowledge teachers and school leaders and the context in which they are working negatively affect the implementation of change (Bailey, 2000; Hattie, 2015; Darling- Hamond, 2017; Smit, 2001). The implication of these findings to policy and practice is that educational change becomes a reality when it gets support from actors working at the grassroots. This in a way, calls for educational change policies that are people centred especially the ones that pay attention to school leaders and teachers' agency and their working environment. Seeing educational change from the perspectives of the actors at the micro level of an education system makes school leaders and teachers' participation in educational change initiatives even more important.

Limited Capacity-building

Capacity-building to equip teachers and school leaders with competencies and capacities they need to implement change appeared as one of the aspects that accorded contradictory opinions from teachers, school leaders and Ministry officials. While Ministry officials considered capacity-building as an aspect where ETP 2014 was doing a great work in professionalizing teaching, teachers and school leaders reported limited capacity-building because of insufficient professional development opportunities. As reported in Chapter 6, limited capacity-building constrained teachers and school leaders' ability to engage in change effectively due to knowledge constraints.

From the data analysis, I identified two reasons that may underpin limited capacity-building in Tanzanian secondary education. Firstly, limited capacity building is because of shortage of funds. Even though ETP 2014 stipulates a fund for continuous professional development, no such fund exists. Secondly, unlike initiation of policy, where the proposals leading to change are being developed at the macro level of education, implementation is perceived as less complex and easier leading to an "active and thoughtful policy maker versus

passive and pragmatic implementer” dichotomy (Honig, 2006 p. 106). This binary suggests that the level of commitment and thoughtfulness decreases as change moves from the macro to micro level of education, implying that designing change requires more resources and commitment than does implementation. Limited capacity-building opportunities for teachers suggests governments’ overambitiously view change as an event which can be announced and quickly brought about without equipping school leaders and teachers with the supplementary capacities, they require to engage in change successfully. The practical implication of this finding is that change becomes more successful when teachers and school leaders are given the power and agency bring it about: power in the sense that they have the capacities and competencies they need to put change into action. Similarly, teacher agency will equip teachers with choice and voice to make decisions that aim at improving their practices and maximize students’ learning outcomes and this is possible when teachers and school leaders become architectures of change.

School Leader and Teacher Agency and Expertise Enabling Change

Throughout the analysis of data, teachers cited supportive school leadership, a conducive working environment, and collaboration as enabling features of change. School leaders mentioned capacity-building to equip teachers with knowledge and skills they need to implement change as essential elements. As reported in Chapter 6, successful educational change is dependent on how these two categories of actors work harmoniously and collaboratively at school level. This happens when the school leader provides leadership for change, creates conditions for collaboration and supports teachers’ actions and decisions. The teacher on the other hand, enhances change by offering expertise and agency in translating change into workable classroom activities.

The findings of my study relate to the existing literature in educational change that has consistently observed that school culture is indirectly shaped by school leadership styles

(Hallinger & Heck 1998; Hoy et al., 2006; Kowalski, 2000; Leithwood et al., 2004; McNeil et al., 2009). The implication is that the implementation of change in Tanzanian secondary education can be a success when teachers and school leaders aim to maximize students' learning outcomes by putting change into action collaboratively. However, translating change into workable classroom practices may remain problematic if schools continue being characterized by overcrowded classrooms, high student-teacher ratio, and an acute shortage of teaching and learning materials.

The findings of this study revealed that school leaders and teachers were regarded as recipients not as architects of change. This has contributed to poor implementation of the ongoing educational changes in Tanzania secondary schools given that teachers and school leaders were not involved in the decisions or oriented to what they were expected to do about change. As a result, change never tallied with students' needs and teachers working environment leading to problematic or partial implementation activities.

Based on the findings of this study a key observation about preconditions for effective implementation of educational change is drawn. Educational change becomes effectively implemented when it aligns with teachers and school leaders' beliefs and practices. This suggests that improved students' learning outcomes are realized when teachers and school leaders are the architects of the educational change process. This finding validates Datnow (2002), Smit (2001) and Vongalis (2004) argument that students' improved learning outcomes occur in the classrooms under the facilitation of teachers as designers of change. Only educational change initiatives that are successfully implemented in the classrooms can be expected to be effective and sustainable.

Opportunities and Challenges of ETP 2014 in Tanzanian Secondary Education

The Benefits of ETP 2014

The second research question of this study was meant to explore participants' views regarding benefits and limitations of the application of ETP 2014 in relation to educational change in Tanzanian secondary education. Data analysis revealed further that the motives of ETP 2014 were to avoid a piecemeal education system proved unsuccessful during the implementation of a former national Educational Training of 1995 (ETP 1995). It was therefore important to look at the former policies and devise a mechanism that will bring the country with a harmonized education policy that will guide the provision of quality education at different levels of education. As noted earlier, Tanzania needed an educational policy that will guide the provision of quality education to attain the 2025 national vision, "to become a middle-income economy with high quality livelihood and human development by 2025" (URT 2014 p.1). To achieve this, education was positioned at the centre and consequently, ETP 2014 was adopted to help the country realize its vision and commitments.

As a means to put ETP 2014 intentions into practice, teachers, school leaders and Ministry officials acknowledge the following as aspects which ETP 2014 has positively shaped educational change in Tanzanian secondary education.

- Teaching competencies instead of content
- Emphasizing on Science and Technology and ICT
- Abolishing school fees and other contributions in public schools
- Constructing more classrooms, libraries, and laboratories in schools
- Teaching ICT as a compulsory subject in all secondary schools
- Provisioning of in-service training for science teachers
- Emphasizing special need education (education for all)

- Focusing on Job market employability skills

From the list above, one can argue that ETP 2014 influenced various on-going educational reforms in Tanzania secondary education. It is because of this policy that there were changes brought in to schools and in the classrooms. For example, a paradigm shift from *content-based* to *competency-based* curriculum, which brought into the classroom new ways of teaching, new forms of power relation and new approaches to learning, was brought about by ETP 2014. In addition, there were also issues of free education, special needs education, increased provisioning of in-service training for sciences teachers, and an emphasis on teaching and learning that paid attention to employability skills and job market needs and demands. All these are the benefits that were incited by ETP 2014.

However, despite the benefits highlighted above, my evidence shows that the process of putting change into action was constricted mainly because ETP 2014 operates within resource constraints and limited political will. In chapters 5 and 6, school leaders and teachers reported how putting change into practice is challenging in Tanzanian secondary education due to multiple factors including overcrowded classrooms, shortage of teaching and learning materials and limited professional development opportunities. Teachers and school leaders attributed the problem of partial or poor implementation of change to insufficient resources including shortage of funds and uncommitted decision makers willing to invest in quality education. This suggests that lack of funding to support professional development for teachers and uncommitted decision makers who are unwilling to collaborate with teachers and school leaders obstruct effective implementation of change in Tanzanian secondary education. In other words, while there are progresses being achieved through ETP 2014 to improve the learning conditions of students, little has been done to improve teaching and teachers' working conditions. As reported in Chapter 6 it is seemingly clear that ETP 2014 has benefited more students and the learning

conditions than the teachers and their working conditions in schools. This suggests that the level of commitment by the government to improve learning is not proportional to that invested in teaching and the working conditions for teachers in Tanzanian secondary education.

Researchers have warned the danger of dichotomising teaching and learning in education (McConville, 2013). McConville maintained that this tendency of treating teaching and learning as if they are separate entities masks teachers' agency and power as professionals whose responsibilities are to teach including the implementation of change. According to Fullan (2007) success, or failure to implement change at school level is dependent to the teachers' working conditions as well as their ability to solve problems and make decisions related to educational matters in the classrooms and beyond. This is similar to what is advocated by Hargreaves and Fullan (2012) who argued that quality education and sustainable educational reforms are without high quality teaching force and conducive working environment.

The implication of this study finding to educational change is that to have quality education we must push for policies that are thoughtful to students and teachers' working conditions or using Pont's (2018) phrase, student, and professional centred policies. Put in another way, while ETP 2014 has benefited learning through such reforms as *Competency-Based Curriculum* and *Learner-Centered Approach*, more needs to be done to improve teaching and teachers' working conditions to foster effective implementation of change and quality education in Tanzanian secondary education. In another words, effective implementation of change could be strongly improved if challenges of resources (physical and fiscal) in Tanzanian secondary education were better met.

Limitations of ETP 2014

Teacher Knowledge and familiarity with ETP 2014

In chapter 6, I have reported how teachers' familiarity with ETP 2014 provides a challenge in interpreting the policy intentions into workable classroom activities. This validates the argument by Bielenberg (1993) who observed that teachers' classroom practices are largely shaped by their knowledge of the subject matter. Similarly, successful implementation of educational reforms underway in Tanzanian secondary schools are largely shaped by the degree to which teachers are knowledgeable about the ETP 2014. I noted through Fullan's (2007) educational change framework that the success or failure of any educational reforms is determined by actors' beliefs and whether they have the competencies needed to implement change. This study findings revealed that many school teachers were not familiar with the ETP 2014 and because of this, they were not informed concerning how to go about implementing educational reforms as directed by the policy.

While teachers reported drawing their terms of reference from school subject syllabi to do their job, I noted through my analysis that teachers' knowledge deficit about the relationship between policy and syllabus was strongly influenced by the views they had about ETP 2014. Teachers regarded ETP 2014 as an administrative text that had nothing to do with their day-to-day classroom activities, a belief which affected their practices in the classrooms because they perceived it as an authoritative or administrative text. Bayeni and Bhengu (2018) argued that such discernment about policy, demands the implementers (teachers) to follow certain prescribed procedures in implementing the policy's goals and intents to attain the expected learning outcomes. With such thinking and implementation approach, the policy goals ought to be achieved no matter the local context or the school learning environment. Viewing educational policy as something too administrative or authoritative, hindered effective implementation of

ETP 2014 intentions including on-going curriculum reforms in Tanzania secondary schools such as *Competency -Based Curriculum* and *Leaner- Centred Approach* initiatives.

Although the findings of this study disclosed teachers' reliance on the syllabus as being problematic in implementing different policy intentions including on-going educational reforms in Tanzania secondary education, Weaver-Hightower (2008) brings another perspective to the matter by arguing that:

When formal policy does not exist, practitioners look to other sources, such as popular books or advocacy-style reports, to solve the problems they face.

To use Lingard's example, individual educators and schools in several countries recently have looked to popular books on boys for formulating their approaches to boys perceived educational "crises," thus allowing those texts to become a kind of policy despite their many shortcomings ... (Weaver-Hightower, 2008, p. 158).

The quote above points to another policy dimension at school level of an education system where policy must be implemented. That is, when educators' access to policy is limited, they are likely to adapt other documents such as a syllabus to get the job done. The implication for policy and practice is that there is a strong need to orient teachers to this knowledge through professional development and/or training. Orientating teachers to policy must not ignore the reality that policy sense-making differs from one person to another or policy to policy, something that calls for continued negotiation and teamworking between and among policy or decision makers and implementers (Maguire et al., 2015). Maguire et al., maintained that policy implementation is a complex process, whose effectiveness largely depends on where practitioners-in this case teachers and school leaders working on the micro level of education are standing.

The implication of this study's findings for practice is that teachers' inability to implement change effectively was partly attributed to teachers' failure to link the syllabus or curriculum to the operating educational policy. Consequently, they implemented change rigidly without understanding the intentions behind it. While teachers reported being unfamiliar to the operating educational policy, they admitted that they used syllabus as a guide to their teaching and learning processes. This is an indication of knowledge gap among teachers about the relationship that exists between policy and the syllabus. This appears to suggest that teachers either consciously or unconsciously lack foundational knowledge concerning how the syllabus and the educational policy operate and relate to one another. This knowledge gap consequently restricted effective interpretation of educational policy intentions and realities leading to poor implementation of educational change in Tanzanian secondary education.

Professional Capital Teacher Agency, and Power: Constraints or Enhancers of Change?

The third research question of this study investigated how educational change in Tanzanian secondary education is enhanced or constrained by the issues of agency, power, and professional capital. From the analysis of both interviews and document reviews I noted that the implementation of educational change succeeds when; (a) teachers and school leaders have ability to solve problems and make choices that are beneficial to students and to themselves when they are involved in change-agency, (b) teachers and school leaders are independent and free to customize change and make sense out of it to support students' learning-autonomy, (c) teachers and school leaders are acknowledged and respected as experts who can influence change positively-expertise, and (d) in school cultures where teamwork or collaboration are nurtured and cherished. In other words, schools where actors involved in the implementation of change can freely network to share knowledge and practices-collegiality.

My evidence has shown that teacher agency, including their autonomy and expertise, were essential factors that guided them to make choices that are relevant to their practices and students when considering change. Evidence from the literature has increasingly underscored the criticality of these elements in influencing educational change positively (Leana, 2011; Timperley et al., 2016; Visone, 2018). As indicated in Chapter 6, teachers' agency, autonomy, and expertise were expressed by their desire to take part in the educational reforms that they regarded will impact learners and the learning process positively. The critical theory perspective assisted me to conclude that teachers become agents of change when they could use their expertise to translate change into workable classroom activities and challenge practices, and structures that are blocking their choice and voice (Carspecken, 2019; Chang, 2020; Strega & Brown, 2015).

Vongalis (2004) who studied the impact of global education policy directives on teachers from the North and South argued that teachers are forces that bring about change because their roles position them at a critical point where their expertise and autonomy as educators must not be overlooked. Acknowledging teacher agency, challenges the notion of regarding teachers as mere implementers of others' reforms (Craig & Ross, 2008), which as Smit (2001) aptly observed, places them on the wrong side of the stick.

The practical implications of these findings are that by acknowledging teachers and school leaders' agency and power redefines their position in educational change scholarship. This calls for professional learning opportunities that must empower teachers and school leaders with the ability to make informed decisions and put into action reforms that are of beneficial to their learners. As Timperley et al., (2016) proposed, teachers require empowering professional learning opportunities that equip them with the capacity to become change agents and activists. The implication for educational change and educational policy studies is that acknowledging

teacher agency requires policy makers and educational reformers to step outside their comfort zones regarding initiation and implementation of educational reforms in schools. This suggests that teachers want to increasingly influence decisions made about educational change for the betterment of their clients and their own working environments.

Likewise, both critical and professional capital perspectives envisage that acknowledging teachers and school leaders' agencies brings to the fore two important observations regarding educational landscape, especially in low income countries such as Tanzania: that schools are not places of trial and error of chains of reforms from political bureaucrats and relatedly, education should not be treated as a tool for politicians to advance their agenda of remaining into power, but rather, quality education must be regarded as a public good and a right to every one (Vongalis, 2004).

Professional Capital, Teacher Agency, and Power

My study findings suggest that professional capital, which includes equipping teachers with academic credentials and qualifications (human capital), enabling teachers to network and work collaboratively (social capital) and providing teachers with ability to judge and propose solution (decisional capital) are instrumental in empowering teachers with agency and power to make informed decisions related to educational change. For example, Chapter 6 reports participants' perspectives regarding on-going educational change initiatives in relation to students' learning outcomes. The participants view educational reforms underway in Tanzanian secondary education as failing to reach the desired learning outcomes. Instead, they propose for a more diversified mode of schooling and assessment activities. Contesting change is a form of teacher agency that needs to be nurtured and celebrated by policy decision makers and other stakeholders in the Tanzanian secondary education landscape if we desire genuine change in our classrooms. Scholars in educational change have substantiated that resistance/contesting change is an intellectual activity (Fullan, 2007) and a heroic commitment (Levin, 2001). Drawing from Fullan and Levin remarks above, I argue that resistance to change must be viewed as teachers' acts of deconstructing and reconstructing the Tanzanian educational change landscape. It is also an attempt by teachers to re-positioning in the Tanzanian educational change landscape that continues dominated by top-down change directives.

The implication to policy makers is that any proposed educational change must promote flexibility and allow teachers to decide what suits students best (Datnow, 2002; Fullan, 2007). Genuine change occurs in the classrooms when students learning outcomes are improved following the decisions made by teachers and school leaders. Thus, equipping teachers with professional capitals to empower them with power and agency must be a priority of all decision or policy makers.

School Culture, Agency, and Change

This study has shown that teacher agency develops in school contexts where relational and continuous interaction between actors working at the school setting are observed and valued. Teacher agency and school culture have been increasingly reported as factors that shape educational change process in many parts of the world (Locton & Fargason, 2019). This suggests that educational change can be successful depending on the type of decisions and choices made by teachers and school leaders at school level. This argument is supported by other scholars who argue that teachers' ability to make decisions and solve problems they encounter in their daily professional life are partly negotiated within structures and cultures in which they are working (Priestley et al., 2012; Biesta et al., 2017). Studies have consistently reported that teachers' agential role may be matured through collegiality, school leadership, professional networking, and supportive working environment (Jarzabkowski, 2003; Leana, 2011; Visone, 2018). These elements were repeatedly cited by teachers in Chapter 6 as fundamental in the implementation of change in Tanzanian secondary education.

Studies have also reported that teachers' agentic role also depends on the innovative mind of an individual teacher (Clement, 2014; Datnow, 2002; Vrabцова, 2015). However, findings of this study disclosed that although an innovative mind is important, it is not sufficient. In that sense, teachers' agency must not be evaluated based on their knowledge base but rather on what they can deliver (Priestly et al., 2012) in the execution their core responsibilities in the classrooms. It may be useful to capitalize on two critical aspects to advance teacher professional agency. One, educational reformers must emphasize educational policies that bring teacher agency to the core of educational reforms and policy making processes. Two, school leaders must emphasize school culture and working conditions that allow professionals to interact freely,

learn together, share knowledge, and challenge educational change practices and policy ideologies that are blocking their voice and agency.

What about Power and Change?

In exploring the interplay between power interactions and educational change, the findings of this study revealed that top-down approach has affected change in Tanzanian secondary education in a number of ways. Top-down interaction and the accompanying power relations between policy makers and implementers have constrained effective implementation of change in Tanzanian secondary education. This is similar to what is reported by Vongalis (2004) who argued that because of hierarchical power relations, or what Tabulawa (1998) has termed as technical rationality model, teachers' agency (autonomy and expertise) has been left out of the educational change cycle deliberately. This has consequently left many educational changes being partially or not implemented at all (Darling-Hammond, 1998; Smit, 2001).

Given that both initiation and implementation processes of change are strongly negotiated within complex power relations, top-down power interaction in Tanzanian secondary education has created tension between policy or decision makers and implementers of change. The findings are in line with what is reported by Kapilima (2018).

Study Limitations and Critical Reflection

This study sought to understand the process of educational change from the perspectives of teachers, school leaders and Ministry officials. As demonstrated in this study, change counts when it maximizes students' learning outcomes. That said, if educational change in Tanzanian secondary could be understood from the perspectives of students, it would make a difference. Relatedly, this study was confined within the implementation and initiation of ETP 2014 in Tanzanian secondary education. Expanding the settings of the study to include primary schools and higher education would offer a comprehensive understanding how the policy is affecting

educational change in Tanzania. This implies that based on the study sample (six secondary schools) and the number of participants involved (26), the findings of the study cannot be generalized to other educational settings in Tanzania. This calls for a comparative study in other educational settings in Tanzania such as primary schools or higher learning institutions to confirm the findings of my study.

This study was also limited by the challenges I encountered during fieldwork especially in interviewing the Ministry officials or policy makers. Interviewing this category of actors was not easy given their busy schedules and the roles they play at the Ministry level. Following their busy schedules, our appointment for interview sessions were postponed more than three times. There are also moments when I would arrive at our agreed venue for the interview session and learn later that the participant was out of office and has travelled upcountry to attend other commitments. Although postponing and re-scheduling interview meeting had financial implications and emotional impact on the researcher, it helped to explain the complexity of power relations between policy makers and practitioners or researchers in the Tanzanian secondary education landscape.

Summary, Recommendations and Conclusions of the Study

Recommendations for Action

Drawing from the research findings and the discussion, I recommend the following to research, policy and practice as follows. First, to the Ministry of Education: For successful educational change, it is essential for the Ministry of Education, Science and Technology to make sure that their commitments to equip teachers with core competencies through regular professional development training is in place as ETP 2014 directs. Professional development should be paired with efforts to create supportive working conditions for teachers to enable teachers to work together and make decisions that are beneficial to students and to their

professional practices. Policy makers must also demonstrate political will to ensure that the infrastructure and physical resources needed to put change into practice are available. The political will must be demonstrated through monitoring the implementation of educational change by conversing with teachers and school leaders regarding challenges that are facing the implementation process and together deciding the way forward. More specifically I believe the Ministry should begin with a pilot program where a smaller group of schools can be equipped with professional knowledge and the opportunity to engage in collaborative learning. These pilot schools can then share their learning to another set of schools, so that the implementation process, based in professional learning, expands over time. In addition, the Ministry should establish an ETP Advisory Committee that reports on at least an annual basis on how the implementation pilot program is operating. The goal would be to have decision makers adjust and refocus resources based on the real experiences of teachers and school leaders.

Second, my recommendation to school leaders: recognise that as a school leader, you are playing a central role in coordinating the macro and micro levels of education. School leaders should make sure that they continue providing leadership direction for change in schools by creating supportive environment for teachers to do their job effectively. In addition, school leaders—as they continue to monitor change—must also ensure that all resources required by teachers are in place and suffice the classroom needs. Distributive leadership style where continued dialogue characterizes the implementation process at school level can yield positive outcomes. Acknowledging, and empowering teachers with agency and power to make decisions that are relevant to their practices and the learning outcomes of the students is essential. Moreover, school leaders in at a district level can join hands to form a team of school leaders and teachers who could meet in after three to six month to meet and discuss implementation and learn how to better coach the teachers they work with.

Third, my recommendation to teachers is that as key players in educational change, teachers must apply their expertise, power, and agency to affect change positively. This can involve them assuming a new position in the classroom by identifying, challenging, and proposing the way forward to change practices, structures and relations that hinder them from translating change into workable classroom activities. In other words, it is time for teachers to reclaim their lost professional identity that has been shattered by top-down decision-making strategies. Teachers should also learn that by accepting the role of simple implementers of whatever is brought to school as change, they are doing injustice to their clients-students and their own professional agency. This can be realized through school based professional talks that aim at learning from each other, share knowledge and practices to improve learning outcomes of the students as opposed to following rules mindset. For example, the Ministry could provide small amount of funds to allow exemplary teachers to travel from one school to another and share their professional learning and approaches to implementing EPT 2014. This way, local teachers will become empowered as change makers.

Researchers interested in policy-making processes must be aware of various theorizations of policy development to make meaningful interpretations. Functional or traditional theorization regards policy as something linear, deliberate, and with predictable outcomes. Researchers leaning to this orientation tend to define policy as a text and physical document that is written to guide actors realize certain goals including allocation of resources (Ball et al., 2012). On the other hand, researchers taking a critical stance will consider policy as a discourse through which power is exercised, knowledge and truth are produced. This obliges researchers working from a critical stance to pay attention to the intersectionality of multiple elements that are shaping the implementation process.

Fourth, my recommendation to policy and decision makers is that the forces of globalization are difficult to resist because they continue shaping different educational reforms around the world. Change in curriculum and classroom instructions to equip Tanzanian students with employability skills demanded in the global market economy as reported in chapters four through six of my study validates this point. Policy makers should know that learning from others and emulating what they are doing to improve the quality of education is important. However, copying or borrowing and transferring change from elsewhere requires thoughtful plans, strategies and committed policy makers who pays attention to multiple factors that range from human, physical and fiscal resources, and capacities of the host country to make it a success.

Fifth, through the findings of this study, I recommend to the Ministry of Education that the way (top-down communication) educational changes are transferred to schools to be implemented has failed. Policy makers should think of a new strategy of communicating change to schools. This suggests that a two-way communication and implementation strategy is needed, such as bringing teachers, school leaders, and policy makers together to talk about how policy implementation is proceeding, giving feedback, and potentially amending directives in response to teacher feedback. In other words, hosting an annual conference where sharing could occur. This could begin the pilot schools, and then expand over time.

Sixth, my study findings highlight funding and lack of political will as barriers of effective implementation of educational change in Tanzanian secondary education. This is because teachers lack the capacities, they require to implement change due to limited funds and overambitious policy makers who are more concerned with results and ignore the fact that educational change is a process. The Ministry of Education must ensure that teachers are equipped with the capacities and competencies required to put change into practice. This can be

achieved by using the available funds to revitalize Teacher Resource Centres (TRCs) where teachers can meet regularly and participate in professional development opportunities under the facilitation of trained local facilitators or school leaders. Moreover, higher education training institutions such the Dar es Salaam University College of Education (DUCE) can take lead by designing teacher education preparatory programs that will equip teachers with knowledge regarding on going educational and policy changes.

In addition, policy makers should take trouble to study the classroom realities in Tanzanian secondary education, this awareness will help them design change that is compatible with the learning environments.

Recommendation for Future Research

Exploring educational change by merging the concepts of teacher agency, power, and professional capital in this study is an attempt to position the teacher at the center of the Tanzanian secondary education landscape. In other words, addressing change from the lens of teacher agency, power, professional capital, and educational policy is not an area that has attracted many local scholars in Tanzania. Therefore, my study can act as an ice breaker for more scholarly work. Similarly, fusing critical education and case study as methodological research approaches to studying educational change can be employed by future researchers to learn multiple perspectives and power relations of different actors involved in educational change in Tanzania. Lastly, as demonstrated by the findings of this study, it may also be time to re-visit Fullan's (2007) three phase educational change framework in countries such as Tanzania where the separation between implementation and institutionalization is difficult to pin down because of contextual elements that constrain change from being implemented. What may be changed in Fullan's (2007) educational framework is combining implementation and institutionalization into a single phase. Political will and Resource supports may be added to the model to make it

compatible with the Tanzanian secondary education and other contexts bearing the same features in developing countries.

In light to the research implications and discussion of the findings drawn in this study, I recommend that future similar studies may be conducted in other schools involving different research approaches and categories of participants in Tanzania to:

1. Assess the emotional effects of top-down educational change directives to school leaders, teachers, and students.
2. Explore the extent to which mandated educational reforms have improved or constricted students' learning outcomes.
3. Substantiate how investing in teaching force particularly on human capital, social capital and decisional capital may make a difference to change and students' learning outcomes.

Conclusions of the Study

Educational change initiatives have evolved over time in Tanzania although its implementation remains problematic. This is because educational change brings many challenges than it does to benefits in terms of both material and human resources to meet students' needs in Tanzanian secondary education. This study employed critical educational research and case study research approaches to examine the perspectives of the three groups of actors involved in change in Tanzanian secondary education. The Tanzania Educational Training Policy of 2014 helped to delimit this study. This was meant to explore how this policy has shaped educational change in Tanzania secondary schools, what benefits and limitations are evident and how the issues of agency, power and professional capital are becoming a game changer in the educational change landscape. Document analysis and semi-structured interviews were employed as data collection methods whereas Fullan's (2007) model of educational change and Weaver-

Hightower's (2008) ecology metaphor of policy analysis were employed as frameworks to analyze, discuss, and interpret the findings.

The analysis of data in this study offers insights that suggest that the persistence of top-down decision making, and constricted implementation of reforms procedures signal a limited interaction between policy makers and implementers of change, something that makes Tanzania education a highly centralized education system.

This suggests that there is a need to re-examine some educational reform practices that are sidelining school leaders and teachers in the cycle of decision making about change. Instead, it is important to plan for participatory decision-making strategies and professional development opportunities for school leaders and teachers. These must involve devising strategies that are focusing to improve teachers' working conditions and professional development activities that are accessible to all teachers. Prioritizing school-based professional development will make a larger difference to more teachers than the contemporary professional development approaches and practices that are benefiting only few teachers.

Chapter Summary

In this chapter, I have discussed and interpreted my study findings in relation to the existing literature. Using the research questions and my conceptual framework elaborated in chapter three, I have discussed my study findings' implications to educational change and other related disciplines and provided recommendations and conclusions of the study.

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APPENDICES: Appendix 1

Letter of Invitation

**University
of Victoria**

Dear

My name is William Pastory Majani, a PhD candidate in the department of Educational Psychology and Leadership Studies at the University of Victoria. I am currently involved in research for my dissertation entitled; *Understanding the Drivers of Educational Change in Tanzania: Educational Policy and Professional Capital*. The study focuses in exploring how issues of professional capital and policy analysis/ making processes may foster the understanding of educational change in Tanzania. To achieve this goal, the study is set to answer the following research questions.

- i. How do teachers, school leaders and Ministry officials see ETP 2014 as affecting educational change in Tanzanian secondary schools?
- ii. What do these groups view as the benefits and limitations of this policy in relation to educational change?
- iii. How have issues of agency and power, including professional capital, enabled, or constrained educational change in Tanzania?

I will use document review and semi-structured interviews as methods for collecting data. Participants in this study will take part in interview sessions, which are expected to run for about 45-60 minutes for each over phone or WhatsApp calls. About 19 to 26 interviews will be conducted and participants may be requested to take part in one or two sessions of the interviews. I expect to conduct the interviews between September 2020 and February 2021.

In this study, all participants will be identified through pseudonyms and all interview recordings and transcripts will be stored in a password protected -computer file and will be used purposely for this study only.

It is my expectations that the findings generated through this study shades light on the future policy making process and implementation of educational change. It will also provide insights about professional and career development to Tanzanian Ministry of Education and teacher education.

I am looking forward to hearing from you and sharing experiences with you through this study. Please consider contacting me or my supervisor in case you have any questions or need further clarifications.

Our contact is provided below.

William Pastory Majani
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Supervisor
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Faculty of Education
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Thank you for considering this request.

Sincerely,

William Pastory Majani

Appendix 2A: Interview Guide for Teachers

My name is **William Pastory Majani**, I am researching the topic titled; *Understanding the Drivers of Educational Change in Tanzania: Educational Policy and Professional Capital*. You are invited to participate in this interview session voluntarily. The information generated through this interview will be used for the purpose of this study only. Be informed that you are free to use Kiswahili or English. In this interview, there is no wrong or right answer. What I am interested from you is to hear your views on the topical issues of teachers' role in educational change, policy making or implementation process and professional development.

1. What attracted you to teaching?
2. Tell me, how often do you change your classroom instructions to suit students' needs? and what motivates you to do so?
3. What sort of educational change/ reform you are involved in implement here at school?
4. What challenges do you face that hinder you to implement the educational reforms or innovations you are involved in most effectively?
5. In your opinion, do you see teachers having enough time and competencies to implement educational reforms and other innovations?
6. What are your comments on the relevance of the current educational reforms you are involved in?
7. To what extent do you and other teachers in this school feel empowered to implement change successfully?
8. What do you consider to be the best approach to make decisions that relate to policy, curriculum, and pedagogy?
9. How familiar are you with the 2014 Educational Training Policy?
10. What do you consider to be the benefits and limitations of ETP 2014?
11. What do you consider to be the gaps between policy and practices in relation to educational change your school is implementing?
12. Have you ever attended any in-service training, seminars, or workshops concerning the implementation of change or to update your knowledge?
13. What do you normally do after receiving directives or educational reforms from the top authorities that need to be implemented at school level?
14. What recommendations do you have to the Ministry of Education Science and Technology concerning how best to implement educational changes in your school or district?

Appendix 2B: Interview Guide for School Leaders

Welcome to the interview session, my name is **William Pastory Majani**, I am researching a topic; *Understanding the Drivers of Educational Change in Tanzania: Educational Policy and Professional Capital*. I am here to invite you to participate in the interview session. I would like to remind you that your participation in this research is voluntary, and that the information collected through this interview, remain between you and me and will be used for the purpose of this study not otherwise. Please, be informed that you are free to use Swahili or English and that there is no way I will disclose your identifying information during data transcriptions and in report writing. We expect to spend between 45-60 minutes. In this interview, there is no wrong or right answer. What I am interested from you is to hear your views on the topical issues of teachers' role in educational change, policy making or implementation process and professional development.

1. Can you briefly talk about your professional background?
2. How long have you been serving in the current position [school leader]?
3. What sort of reform is your school involved in to implement?
4. Tell me what was the teachers' response concerning those reforms you are involved in?
5. How familiar are you with the 2014 Educational Training Policy.?
6. How is the implementation process being handled?
7. In your opinion, was it important to have this policy by 2014? Who do you think influenced the major decisions to adopt this policy?
8. What do you consider to be the benefits and limitations of this policy?
9. What do you consider as gaps between policy and practices? What do you think are the reasons behind those gaps?
10. How are the issues of collaboration and team teaching handled at your school?
11. Do you see mentoring and collaboration having positive impact to educational change and students' learning?
12. As the school leader, how are you involved in the decision making that relates to educational or policy change?
13. As the school leader, how often do you attend professional or leadership trainings?
14. We are approaching the end of our interview; do you have any other comments you would like to add to our discussion?

Appendix 2C: Interview Guide for Ministry Officials

Welcome to the interview session, my name is **William Pastory Majani**, I am involved in conducting the research entitled; *Understanding the Drivers of Educational Change in Tanzania: Educational Policy and Professional Capital*. I would like to mention that your participation in this research is voluntary, and that the information collected through this interview will be used for the purpose of this study only. You are free to use Kiswahili or English and that there is no way I will display your identifying information during data transcriptions and in report writing. We expect to spend between 45-60 minutes.

1. Can you briefly talk about your professional background and how did you end up as the Ministry of Education, Science and Technology official?
2. What do you consider to be your key responsibilities as an official working in the department of policy and planning?
3. How are you involved in policy and educational change implementation?
4. What do you think influenced the initiation of this policy in 2014?
5. In your opinions, what do you think is the position of stakeholders such as teachers and school leaders in the formulation of 2014 ETP?
6. Do you see some groups or individuals making key decisions in making 2014 policy change?
7. How is the Ministry of education particularly the department you are working in involved the implementation of 2014 ETP and other educational reforms in place?
8. What are your comments on teachers and school leaders' knowledge and commitment on educational reforms?
9. What do you think are the aspects which the 2014 ETP is doing good? Which one do you recommend being changed and why?
10. What do you consider as gaps between policy and practices? What do you think are the reasons behind those gaps?
11. Based on your experience do you see schools having the capacity to implement educational change? Why do you think so?
12. To what extent is the department you are working in regards teachers' professional development a priority?
13. Do you have any other comments you would like to add as far this topic is concern?



**Research Project: Understanding the Drivers of Educational Change in Tanzania:
Educational Policy and Professional Capital.**

You are invited to participate in the research titled, “Understanding the Drivers of Educational Change in Tanzania: Educational Policy and Professional Capital.”. This study is being conducted as part of the requirements for a PhD in Education in the Department of Educational Psychology and Leadership Studies at the University of Victoria. This study is supervised by Professor Catherine McGregor who may be contacted via email at cmcgreg@uvic.ca

Purpose and Objectives

This study focuses on exploring the role of teachers and school leaders in the process of change. Specifically, it seeks to investigate how educators’ voice and agency may enhance and create a comprehensive understanding of educational change in Tanzania. To achieve this objective and contribute knowledge to the educational literature, the proposed study pieces together ideas from educational policy and professional capital to study educational change in Tanzania.

To demarcate the scope of the study, I use the Tanzania Educational Training Policy (ETP) of 2014 as a case study. By analyzing the making and implementation processes of this policy, by considering the concept of professional capital, and by reflecting about how the policy has shaped secondary education in Tanzania, benefits and limitations will be made apparent. Thus, this study focuses to answer the following research questions.

- i. How do teachers, school leaders and Ministry officials see ETP 2014 as affecting educational change in Tanzanian secondary schools?
- ii. What do these groups view as the benefits and limitations of the application of this policy in relation to educational change?
- iii. How have issues of agency, power, and professional capital, enabled, or constrained educational change in Tanzania?

Importance of this Research

The research findings of the proposed study are significant in many ways. Firstly, they underscore the need to equip teachers and school leaders with voices that will enable them to make decisions that correspond to the needs of students. Secondly, the proposed study

foregrounds the need of educators involved in change process to collaboratively share their expertise and experiences to improve students' learning and school conditions. Thirdly, educational change as an on-going process calls for policy makers or educational systems committed in quality education to invest in higher quality teachers and teaching. Finally, this study will make an important contribution to the international literature about educational change processes, policy, and practice by documenting Tanzanian approaches, a jurisdiction which has not been widely studied.

Participation

Your participation in this research is completely voluntary and you are free to withdraw from the study any time. If you are agreeing to take part in this study, then your participation will involve:

1. Taking part in an interview which will take about 45-60. Due to Covid 19 pandemic, the interviews will take place over the phone or WhatsApp calls or face to face when the situation allows.
2. Participate in validating interview transcriptions/summaries that will be shared to you via email.

Please, note. For easy retrieval of information and transcription purposes, the interview sessions will be audio recorded.

Benefits

By taking part in this study, your sense of agency and voice as educators will be acknowledged as essential components in the change process. Through your thoughts and opinions, the academic community will increase their knowledge about educational change in developing countries such as Tanzania. This in turn, will contribute knowledge to the educational change literature.

Risks

There are minimal potential risks to you by participating in this research. This is because the research asks you to talk about your teaching or policy work and preparation for working in educational settings in ways similar to the reflections done by professionals as part of their everyday lives. This may lead to discomfort in talking about unpleasant memories or experiences. To deal with these potential risks, I will provide you with a copy of the interview questions in advance and during the interview sessions you are encouraged to skip any questions you feel uncomfortable to talk about.

Withdrawal of Participation

1. Your participation in this research must be completely voluntary. If you do decide to participate, you may withdraw at any time without any consequences or any explanation.
2. If you withdraw from the study, you will be asked how you would like your data treated.

Anonymity and Confidentiality

1. I will use pseudonyms where titles, names and any other identifying information will be changed. To ensure anonymity to teachers, I will use phrases such as “teachers working in rural and urban schools” to anonymize the schools’ teachers and teachers as participants in this study. Meaning that although the settings (regions) where the study is going to be conducted will be identified, all schools and teachers included in the study will be identified through pseudo names. Given that many teachers are working in urban and rural Tanzanian schools, I am confident that anonymity to this group of participants will be guaranteed.
2. The interview recordings, transcripts, and printed copies bearing your names and other identifying features, will be stored in a password protected- computer files and or locked filing cabinet.

Dissemination of Results

The findings for this study are expected to be disseminated in the following ways.

1. The findings of the study will be compiled into a PhD dissertation that will be available both in print and online through the University of Victoria Libraries.
2. I will prepare and present articles for conference presentations.
3. From the findings of this study, I will prepare journal articles that will be published in respective journals.

Contacts

Please, feel free to contact me or my supervisor through the contacts provided below.

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Professor, Dr. Catherine McGregor
Department of Educational

Leadership Studies
Faculty of Education
University of Victoria
3800 Finnerty Road
Victoria, BC, V8P 5C2
cmcgreg@uvic.ca

In addition, you may verify the ethical approval of this study, or raise any concerns you might have, by contacting the Human Research Ethics Office at the University of Victoria (250-472-4545 or ethics@uvic.ca).

Consent

By ticking the box and your signature below indicate that you understand the above conditions of participation in this study and that you consent to participate in this research project.

Please tick the box(es) if you agree with the statement(s):

I have read and understood the purpose of the study and how I am going to participate in the study.	
I agree to take part in this research project and approve for my data to be used for the purpose of this study.	
I am aware that my participation is voluntary, and I may withdraw for any reason	
I understand that I should notify the researcher within 2 weeks of the interview if I wish to withdraw.	
I am aware that my interview responses will be audio recorded.	
I consent that my responses will be anonymized in reports of the research.	
I agree that I may be quoted directly in reports of the research, but my names will not be disclosed.	

Name & signature of participant

Date.....



**Research Project: Understanding the Drivers of Educational Change in Tanzania:
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You are invited to participate in the research entitled, “Understanding the Drivers of Educational Change in Tanzania: Educational Policy and Professional Capital.” This study is being conducted as part of the requirements for a PhD in Education in the Department of Educational Psychology and Leadership Studies at the University of Victoria. This study is supervised by Professor Catherine McGregor who may be contacted via email at cmcgreg@uvic.ca

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To demarcate the scope of the study, I use the Tanzania Educational Training Policy (ETP) of 2014 as a case study. By analyzing the making and implementation processes of this policy, by considering the concept of professional capital, and by reflecting about how the policy has shaped secondary education in Tanzania, benefits and limitations will be made apparent. Thus, this study focuses to answer the following research questions.

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Importance of this Research

The research findings of the proposed study are significant in many ways. Firstly, they underscore the need to equip teachers and school leaders with voices that will enable them to make decisions that correspond to the needs of students. Secondly, the proposed study foregrounds the need of educators involved in change process to collaboratively share their expertise and experiences to improve students’ learning and school conditions. Thirdly, educational change as an on-going process calls for policy makers or educational systems

committed in quality education to invest in higher quality teachers and teaching. Finally, this study will make an important contribution to the international literature about educational change processes, policy, and practice by documenting Tanzanian approaches, a jurisdiction which has not been widely studied.

Participation

Your participation in this research is completely voluntary and you are free to withdraw from the study any time. If you are agreeing to take part in this study, then your participation will involve:

1. Taking part in an interview which will take about 45-60. The interviews will take place over the phone or WhatsApp calls.
2. Participate in validating interview transcriptions/summaries that will be shared to you via email.

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Anonymity and Confidentiality

1. To ensure anonymity to the headteachers or school leaders, I will use pseudonyms where position titles and any other identifying information will be changed. I will also use phrases such as “headteachers working in rural or urban schools” to anonymize the describe the setting -schools as well as the participants in this study. This means that although the settings (regions) where the study is going to be conducted will be identified, all schools and headteachers included in the study will be identified through pseudo names. Given that the many headteachers working in urban and rural Tanzanian schools, it is likely that anonymity to this group of participants will be guaranteed.
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I am aware that my participation is voluntary, and I may withdraw for any reason	
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I consent that my responses will be anonymized in reports of the research.	
I agree that I may be quoted directly in reports of the research, but my names will not be disclosed.	

Name & signature of participant

Date.....



**University
of Victoria**

Appendix 3C: Consent Form for Ministry Officials

Participation Consent for the Ministry Official

**Research Project: Understanding the Drivers of Educational Change in Tanzania:
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processes, policy, and practice by documenting Tanzanian approaches, a jurisdiction which has not been widely studied.

Participation

Your participation in this research is completely voluntary and you are free to withdraw from the study any time. If you are agreeing to take part in this study, then your participation will involve:

1. Taking part in an interview which will take about 45-60. The interviews will take place over the phone or WhatsApp calls.
2. Participate in validating interview transcriptions/summaries that will be shared to you via email.

Please, note. For easy retrieval of information and transcription purposes, the interview sessions will be audio recorded.

Benefits

By taking part in this study, your opinions and decision making on matters related to education will be acknowledged as essential components in the change process. Through your thoughts and opinions, the academic community will increase their knowledge about educational change in developing countries such as Tanzania. This in turn, will contribute knowledge to the educational change literature.

Risks

There are minimal potential risks to you by participating in this research. This is because the research asks you to talk about your teaching or policy work and preparation for working in educational settings in ways similar to the reflections done by professionals as part of their everyday lives. This may lead to discomfort in talking about unpleasant memories or experiences. To deal with these potential risks, I will provide you with a copy of the interview questions in advance and during the interview sessions you are encouraged to skip any questions you feel uncomfortable to talk about.

Withdrawal of Participation

1. Your participation in this research must be completely voluntary. If you do decide to participate, you may withdraw at any time without any consequences or any explanation.
2. If you withdraw from the study, you will be asked how you would like your data treated.

Anonymity and Confidentiality

1. To protect participants of this study, I will use pseudonyms where position titles and any other identifying information will be changed.

2. Please be informed that given the small number of officials working in the department of policy development or change and implementation of the Ministry of Education Science and Technology (MoEST), ensuring total confidentiality to you as a participant in this research may be challenging. This is because even anonymized data may permit a person reading the dissertation to identify the individual who participated in the study.
3. The interview recordings, transcripts, and printed copies bearing your names and other identifying features, will be stored in a password protected- computer files and or locked filing cabinet.

Dissemination of Results

The findings for this study are expected to be disseminated in the following ways.

1. The findings of the study will be compiled into a PhD dissertation that will be available both in print and online through the University of Victoria Libraries.
2. I will prepare and present articles for conference presentations.
3. From the findings of this study, I will prepare journal articles that will be published in respective journals.

Contacts

Please, feel free to contact me or my supervisor through the contacts provided below.

William Pastory Majani (PhD Candidate)
University of Victoria
Psychology and
3800 Finnerty Road
Victoria, BC, V8P 5C2
wmajani@uvic.ca

Professor, Dr. Catherine McGregor
Department of Educational
Leadership Studies
Faculty of Education
University of Victoria
3800 Finnerty Road
Victoria, BC, V8P 5C2
cmcgreg@uvic.ca

In addition, you may verify the ethical approval of this study, or raise any concerns you might have, by contacting the Human Research Ethics Office at the University of Victoria (250-472-4545 or ethics@uvic.ca).

Consent

By ticking the box and your signature below indicate that you understand the above conditions of participation in this study and that you consent to participate in this research project.

Please tick the box(es) if you agree with the statement(s):

I have read and understood the purpose of the study and how I am going to participate in the study	
--	--

I agree to take part in this research project and approve for my data to be used for the purpose of this study.	
I am aware that my participation is voluntary, and I may withdraw for any reason	
I understand that I should notify the researcher within 2 weeks of the interview if I wish to withdraw	
I am aware that my interview responses will be audio recorded.	
I consent that my responses will be anonymized in reports of the research.	
I agree that I may be quoted directly in reports of the research, but my names will not be disclosed.	

Name & signature of participant

Date.....

Appendix 4: Certificate of Approval (UVIC)



University
of Victoria

Office of Research Services | Human Research Ethics Board
Michael Williams Building Rm B202 PO Box 1700 STN CSC Victoria BC V8W 2Y2 Canada
T 250-472-4545 | F 250-721-8960 | uvic.ca/research | ethics@uvic.ca

Certificate of Approval

PRINCIPAL INVESTIGATOR	Catherine McGregor (Supervisor)	ETHICS PROTOCOL NUMBER	20-0282
		Expedited review - delegated	
PRINCIPAL APPLICANT	William Majani PhD student	ORIGINAL APPROVAL DATE	05-Aug-2020
UVIC DEPARTMENT	Educational Psychology and Leadership Studies EPLS	APPROVED ON	05-Aug-2020
		APPROVAL EXPIRY DATE	04-Aug-2021
PROJECT TITLE Understanding the Drivers of Educational Change in Tanzania: Educational Policy and Professional Capital			
RESEARCH TEAM MEMBERS None			
DECLARED PROJECT FUNDING None			
DOCUMENTS INCLUDED IN THIS APPROVAL Interviewquestions for MoEST official.docx - 09-Jun-2020 Interviewquestions for Headteachers.docx - 09-Jun-2020 Interviewquestions for teachers.docx - 09-Jun-2020 Email Script edited.docx - 24-Jun-2020 Letter of Invitation 27-07-2020.pdf - 28-Jul-2020 Participation Consent for Teachers 3.pdf - 29-Jul-2020 Headteachers consent form 3.pdf - 29-Jul-2020 Ministry Official consent form 3.pdf - 29-Jul-2020			
CONDITIONS OF APPROVAL			
This Certificate of Approval is valid for the above term provided there is no change in the protocol.			
Modifications To make any changes to the approved research procedures in your study, please submit a "Request for Modification" form. You must receive ethics approval before proceeding with your modified protocol.			
Renewals Your ethics approval must be current for the period during which you are recruiting participants or collecting data. To renew your protocol, please submit a "Request for Renewal" form before the expiry date on your certificate. You will be sent an emailed reminder prompting you to renew your protocol about six weeks before your expiry date.			
Project Closures When you have completed all data collection activities and will have no further contact with participants, please notify the Human Research Ethics Board by submitting a "Notice of Project Completion" form.			
Certification			
This certifies that the UVic Human Research Ethics Board has examined this research protocol and concluded that, in all respects, the proposed research meets the appropriate standards of ethics as outlined by the University of Victoria Research Regulations Involving Human Participants.			
<hr/> Dr. Rachael Scarth Associate VP Research Operations			

Appendix 5: Permission Letters to Research Sites and other Institutions (UDSM)

UNIVERSITY OF DAR-ES-SALAAM
OFFICE OF THE VICE CHANCELLOR
P. O. BOX 35091 ♦ DAR ES SALAAM ♦ TANZANIA

General: +255 22 2410500-8 ext. 2001
 Direct: +255 22 2410700
 Telefax: +255 22 2410078



Telegraphic Address: UNIVERSITY OF DAR ES SALAAM
 E-mail: vc@admin.udsm.ac.tz
 Website address: www.udsm.ac.tz

Ref. No: AB3/12(B)

Date: 14th August 2020

Regional Administrative Secretary
Dar es Salaam Region

RE: REQUEST FOR RESEARCH CLEARANCE

The purpose of this letter is to introduce to you **Mr. William Pastory** who is a bonafide staff member of the University of Dar es Salaam and who is at the moment required to conduct research. Our staff members undertake research activities as part of core functions.

In accordance with government circular letter Ref. No. MPEC/R/10/1 dated 4th July 1980, the Vice Chancellor of the University of Dar es Salaam is empowered to issue research clearances to staff members and students of the University of Dar es Salaam on behalf of the government and the Tanzania Commission for Science and Technology (COSTECH). I am pleased to inform you that I have granted a research clearance to **Pastory**.

I therefore, kindly request you to grant him any help that may enable him achieve his research objectives. Specifically we request your permission for him to meet and talk to the leaders and other relevant stakeholders in your region in connection with his research.

The title of the research is '**Understanding the Drivers of Change in Tanzania: Educational Policy and Professional Capital**'.

The period of the research is from **September 2020 to February 2021** and the research will cover **Dar es Salaam Region**.

Should there be any restriction, you are kindly requested to advise us accordingly. In case you may require further information, please do not hesitate to contact us through the Directorate of Research, Tel. +255 22 2410500-8 Ext. 2084 or + 255 22 2410727 and E-mail: research@udsm.ac.tz.

Yours sincerely,

Prof. William A. L. Anangisye
VICE CHANCELLOR

UNIVERSITY OF DAR-ES-SALAAM
OFFICE OF THE VICE CHANCELLOR
P. O. BOX 35091 ♦ DAR ES SALAAM ♦ TANZANIA

General: +255 22 2410500-8 ext. 2001
 Direct: +255 22 2410700
 Telefax: +255 22 2410078



Telegraphic Address: UNIVERSITY OF DAR ES SALAAM
 E-mail: yc@admin.udsm.ac.tz
 Website address: www.udsm.ac.tz

Ref. No: AB3/12(B)

Date: 14th August 2020

Regional Administrative Secretary
Mara Region

RE: REQUEST FOR RESEARCH CLEARANCE

The purpose of this letter is to introduce to you **Mr. William Pastory** who is a bonafide staff member of the University of Dar es Salaam and who is at the moment required to conduct research. Our staff members undertake research activities as part of core functions.

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The title of the research is '**Understanding the Drivers of Change in Tanzania: Educational Policy and Professional Capital**'.

The period of the research is from **September 2020 to February 2021** and the research will cover **Mara Region**.

Should there be any restriction, you are kindly requested to advise us accordingly. In case you may require further information, please do not hesitate to contact us through the Directorate of Research, Tel. +255 22 2410500-8 Ext. 2084 or + 255 22 2410727 and E-mail: research@udsm.ac.tz.

Yours sincerely,

Prof. William A. L. Anangisye
VICE CHANCELLOR

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Telegraphic Address: UNIVERSITY OF DAR ES SALAAM
 E-mail: vc@admin.udsm.ac.tz
 Website address: www.udsm.ac.tz

Ref. No: AB3/12(B)

Date: 14th August 2020

District Executive Director
 Serengeti District Council
Mara Region

RE: REQUEST FOR RESEARCH CLEARANCE

The purpose of this letter is to introduce to you **Mr. William Pastory** who is a bonafide staff member of the University of Dar es Salaam and who is at the moment required to conduct research. Our staff members undertake research activities as part of core functions.

In accordance with government circular letter Ref. No. MPEC/R/10/1 dated 4th July 1980, the Vice Chancellor of the University of Dar es Salaam is empowered to issue research clearances to staff members and students of the University of Dar es Salaam on behalf of the government and the Tanzania Commission for Science and Technology (COSTECH). I am pleased to inform you that I have granted a research clearance to **Pastory**.

I therefore, kindly request you to grant him any help that may enable him achieve his research objectives. Specifically we request your permission for him to meet and talk to the leaders and other relevant stakeholders in your district in connection with his research.

The title of the research is '**Understanding the Drivers of Change in Tanzania: Educational Policy and Professional Capital**'.

The period of the research is from **September 2020 to February 2021** and the research will cover **Serengeti District**.

Should there be any restriction, you are kindly requested to advise us accordingly. In case you may require further information, please do not hesitate to contact us through the Directorate of Research, Tel. +255 22 2410500-8 Ext. 2084 or + 255 22 2410727 and E-mail: research@udsm.ac.tz.

Yours sincerely,

Prof. William A. L. Anangisye
VICE CHANCELLOR

QUOTATION OF REF. NO. IS ESSENTIAL