



# **VOCATIONAL EDUCATION AND TRAINING BY GOVERNMENT IN TANZANIA**

## **THE EXAMPLE OF COMMUNITY ORIENTED VOCATIONAL TRAINING IN FOLK DEVELOPMENT COLLEGES**

Prepared for

VETA / GTZ  
Tanzania

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Annex

## Abbreviations

CSSC	Christian Social Services Commission
CDTI	Community Development Training Institute
DANIDA	Danish International Development Agency
FDC	Folk Development College
FTC	Full Technician Certificate
GTZ	Gesellschaft für technische Zusammenarbeit
ILO	International Labour Organisation
MCDWAC	Ministry of Community Development Women Affairs and Children
MOEC	Ministry of Education and Culture
MNRT	Ministry of Natural Resources and Tourism
MVM	Motor Vehicle Mechanic
PPTC	Post Primary Technical Centre
Sida	Swedish International Development Agency
VET	Vocational Education and Training
VETA	Vocational and Education Training Authority
VT	Vocational Training
VTC	Vocational Training Centres

## Executive Summary

Various actors are involved in Vocational Education and Training (VET) in Tanzania. Besides private training providers, companies, NGOs and churches, governmental institutions contribute to the sector. Estimations from 1995 set government activities up to 19% of the engagement in Vocational Training and Education.

Several Ministries provide training, in particular the Ministry of Education and Culture and the Ministry of Community Development, Women Affairs and Children. These have prominent capacities in pre-employment training. However, experiences in the past years show that training institutions face increasing constraints in the sector to adjust to new and changing programmatic requirements.

Furthermore indications show that due to decrease of funding by government sources, ministerial training institutions are forced to look for new avenues and niches within the training sector, and hence the initial picture of training provision has to be adjusted to the new changes. However, information is scattered and stays within the respective ministries and institutions.

According to the VET Act from 1994 VETA has the responsibility to co-ordinate VET among the different players. It is against that background that VETA / GTZ assigned the study on 'Vocational Education and Training by Government in Tanzania - The Example of community oriented Vocational Training in Folk Development Colleges', which should in particular

- provide an overview of governmental actors in Vocational Education and Training in Tanzania and to identify areas of Co-operation with VETA
- prepare case studies of the FDCs under the Ministry of Community Development, Women Affairs and Children (MCDWAC), focussing on selected aspects.

The Results of the study show:

- Ministerial contributions to their respective VT training institutions have been decreasing in the past years and are limited to catering the expenses for staff and personnel.
- Due to retrenchment, employment of new staff has been frozen. Employment figures have not changed since 1993 concerning quantity and quality.
- Training capacity is by and large seriously under-utilised and ranges between zero to 40-50% in capacity utilisation, depending on the physical location and Ministry. This is due to lack of funds and the difficulty clients face to pay for training.
- Nearly all institutions that formerly trained ministerial staff, opt for a similar strategy in responding to the cut of governments funds. They diversify their training programmes by introducing short term training courses which address the general public in their respective field of expertise.
- The training programmes often do not show a clear indication to labour market needs and developments. They are restricted to a marketable activity of the

respective institution. The training market becomes much more competitive and addresses those who are able to pay for training. While those who cannot afford, and do not have the entry qualification are disadvantaged both in rural and urban areas.

- Centre based and pre-employment training institutions such as under MOEC and MCDWAC stick to their programme activities and struggle in surviving, due to the weakness in programme, structure, equipment, competence and communication.
- Co-ordination among the actors in VET is weak on both levels, on national level among the Ministries and on regional level among the implementers. This contributes to yet more duplication and competition. It aggravates the already weak position even more.

VETA is the authority to co-ordinate VET in Tanzania. It also provides services and disseminates information pertinent for the training providers in their endeavour to adjust their training to labour market needs and requirements.

The study recommends that VETA should take a much stronger role in co-ordinating the activities in basic VET provision among the various providers, both on national and regional level. This will require further development and an increase in support given to the existing regional offices and decentralised infrastructure. The already laid down tasks of the Regional VET Board should facilitate a process which links the focus on regional development with skills training need, respecting the existing regional training resources in and outside government.

In light of harmonising demand and provision of VET in Tanzania a concerted approach and dialogue will be needed among the different stakeholders, government and non-government. The organisation of a national workshop on demand and requirements of VET, policies, approaches and concepts, to map out the contributions of the various stakeholders could be a starting point and is highly recommended. Finally VETA is encouraged to take over the initiative and a facilitating role in organising such a forum.

## 1. Introduction

### 1.1 Background

Vocational Training in Tanzania is offered by a variety of training providers. Estimations from 1995 indicate players ranging from

- Private training providers (companies small workshops etc.)
- Mission and Trade schools
- Government Training Institutions
- Training institutions owned and run by VETA

Data from 1995 reveal an enrolment capacity of approximately 36.000 trainees all over the country. Not considered in these figures are

- Specific training institutions which offer training for special target groups.
- Training institutions which orient specifically for line ministry responsibilities.

An initial stocktaking of government and private involvement in VET has not been done, thus resources and capacities as well as experiences with different approaches are not widely spread. A prominent provider of centre based vocational training is the Ministry of Community Development, Women Affairs and Children (MCDWAC). It runs approximately 52 Folk Development Colleges (FDCs) all over the country. Objectives, approaches, types and quality of training in the centres vary considerably.

Many of the initial ambitious objectives have not been met.

It was observed that

- The number of trainees that can be catered for under the present approach is far too small compared to the number of people in need.
- Continuous under-funding of running costs has made the financial situation of FDCs precarious.
- Quality and duration of education and training provided in the FDCs do not sufficiently correspond to the situation of the labour market and the requirements of the small industrialised sector.
- Graduates of FDCs are often lacking appropriate qualifications needed in either sector, the formal and the informal.

All the training institutions are confronted with structural changes in the labour market and seek to adjust to the changing trend in concept, approach and outreach. This calls for flexible concepts and approaches and requires many centres to change their initial orientation. The situation is aggravated often by competitive reactions by other training providers. Hence co-operation and co-ordination in a coherent policy setting becomes increasingly important.

According to the VET Act from 1994 VETA is responsible for co-operation and co-ordination in the area of craft training and basic skills. Profound dialogue and ongoing information about the various actors, their programmes as well as their orientation and adjustment endeavours are required to set up concerted efforts in skills provision for VET and to harmonise services for the various target groups.

## 1.2 Terms of Reference, Methodology and Approach

It is against this background that VETA / GTZ has assigned a study on Vocational Education and Training by Government in Tanzania, with an emphasis on the community oriented Vocational Training in Folk Development Colleges. The focus of the study was

- To provide an overview of governmental actors in Vocational Education and Training in Tanzania and to identify areas of Co-operation with VETA.
- Assessing selected Folk Development Colleges (FDCs) in their specific institutional and environmental contexts<sup>1</sup>  
With view to
  - Their long term training programmes
  - Short term training activities
  - Co-operation and co-ordination with the local government and community
  - Co-operation with the MCDWAC
  - Co-operation and co-ordination with VETA on the regional level

The study was carried out by a team. A consultant, Mrs. Monika Redecker, FAKT Germany was supported by a short term junior assistant to GTZ attached to VETA headquarters, Ms. Anne Wihstutz, and at various stages by an internal staff of VETA, Ms. Joyce Mwinuka.

In the course of the study the team

- Studied documents<sup>2</sup>
- Visited randomly selected FDCs<sup>3</sup>
- Interviewed and consulted stakeholders in Vocational Training and FDC training provision<sup>4</sup>

The following report summarises the major findings of this study.

## 2. Vocational Education and Training Provision in Tanzania

### 2.1 Policy background

Traditionally the development of Education Policy in Tanzania played an important role in the orientation and provision of Vocational Education and Training. In 1968 a new education policy (Education for Self reliance - ESR) was passed which emphasised that primary school should be a circle for education in itself and not merely a selection step and mechanism for further education. Accordingly it was expected that primary schools should prepare the children and students for life in villages and communities. In fact one of the major objective was to set up an effective educational and training instrument which would equip young people with skills applicable and relevant to the mainly rural environment.

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<sup>1</sup> For details compare TORs Annex 1

<sup>2</sup> compare Annex 9: References

<sup>3</sup> Compare Annex 4: Case Studies

<sup>4</sup> Compare Annex 8: Contacts



In the following years school curricula had been changed and income generating units as well as agricultural practical activities have been attached to school programmes. An amalgamation of theory and practice was intended through productive works on farms and in workshops. It was expected that through this approach, work ethics would be enhanced, an attitude of becoming involved in the activities of the communities developed, and an atmosphere of continuous learning created.<sup>5</sup>

The education act No 25 of 1978 legalised the gradual changes within the educational policy introduced between 1967 and 1978. In addition it set up centralised bodies for the administration of schools, and advisory councils. Local education authorities have been created, to accompany and consult the implementation of the policies of the Ministry of Education. Education and training Boards should be established in every Region and District and Locality with the responsibility to co-ordinate planning, provision of training, management and administration of formal and non-formal education and training. Furthermore the boards had the responsibility of quality control in the institutions within their vicinity.

In 1990 a National Task Force on education was entrusted to review the educational system in the light of the need for the 21<sup>st</sup> century. The recommendations were incorporated in the Tanzania Education and Training Policy which sought to emphasise on quality, relevance of curricula, accessibility to training, and equity as issues of priority in developing an educational system. The Education and Training Policy was released in 1995, it does not make any mention of the VET Act, which passed Parliament only in 1994. It does not link up to the Act. In line with their recommendations the Policy stated that:

- Education and training in Tanzania is basically provided by all Ministries with the most prominent ones for formal and non-formal education being
  - The Ministry of Education and Culture
  - The Ministry of Higher Education, Science and Technology
  - The Prime Ministers Office (Department of Regional Administration and Local Government)
- Line Ministries remain involved in sector specific professional Education and Training
- The most prominent providers and implementers in formal VET should include
  - The National Vocational Training Centres (NVTCS)
  - Folk Development Colleges (FDCs),
  - The Technical Secondary Schools
  - Private Vocational Training and Trade Schools and Centres.

In order to meet the demand for vocational training the FDCs under the Ministry of Community Development, Women Affairs and Children should be encouraged to increasingly offer Vocational Education and Training. Post Primary Technical

<sup>5</sup> 'The policy of the ESR could therefore be perceived as a political yet pragmatic response to refuse the emerging conflict between ideology of the state anxious to discourage urban migration and expectations of young people who perceived that the educational progression was the only route through which they may gain access from rural to urban centres.' Compare Vocational Education and Training in Tanzania, The Reform Experience 1990- 1999, p. 6

Centres (PPTCs) under the ownership of the Ministry of Education and Culture shall be transformed into vocational training centres.

## **2.2 Provision of Vocational Education and Training in Tanzania**

It is estimated that around 40.000 to 50.000 trainees are registered in VET in Tanzania<sup>6</sup>. The VET provision is characterised by a mix of owners. Company based training, private operators, governmental providers as well as church linked VTCs contribute to the services. Many institutions are registered under VETA and belong to Line Ministries. Data of 1995 however reveal that government contributions amount up to 19% of the overall contribution.

In general, the provision of Vocational Education and Training in Tanzania has been dominated by the following actors:

### **a) Company based training centres**

Vocational training has been provided by larger parastatal enterprises, i.e. Sugar Company, Shoe making company, etc. and has mainly been demand driven following the need in the own company. Training was often relatively narrow in scope and orientation. In addition larger companies provide a kind of apprenticeship training. Due to retrenchment, privatisation as well as closure of many of the larger enterprises VT has also lost its importance and role in these companies and parastatals. Only very little training is still going on.

### **b) Other private vocational training institutions**

1995 data already revealed the important role of private training provision in the country. VETA statistics refer that they contribute over 16.000 training possibilities. However it is to be expected that mainly formal sector enterprises from a particular size upwards are counted in this category. Certainly this number will have increased in the past years as many private enterprises have opened. In particular, smaller workshops with training capacities between 15 and 20 trainees are registered in the recent VETA catalogue<sup>7</sup>.

### **c) Church VTCs**

Following the statistics from 1995 the Church VTCs cover for more than 30% of the overall VET capacity. This number is certainly understated. CSSC, the Christian Social Services Commission seeks to co-ordinate the Vocational Training activities under Church Ownership. The Commission has recently carried out a study, addressing over 150 training institutions all over the country, registered under CCT (Christian Council of Tanzania) and TEC (Tanzanian Episcopal Committee), which are actively involved in Vocational Training with a trainee population roughly ranging between 30 and 200 per institution.

### **d) VETA owned training centres**

VETA implements vocational and skills training in 20 training institutions in the former NVTC all over the country, of which nine have been set up as Regional

<sup>6</sup> Compare: VETA, A Report on the Formal Sector Labour Market Survey, DSM, January 1999, p.9

<sup>7</sup> Compare: National VET Catalogue, DSM, 1999

Vocational Training and Service Centres (RVTC), one in each region. These latter are supposed to provide training and services for formal sector operations in their respective regions. Furthermore they should offer upgrading opportunities in technical skills areas and assist in co-ordinating VET in their respective region. The smaller VTCs under VETA ownership are expected to concentrate on basic skills training, relevant and responsive to the immediate economic and social environment of their respective area. They should address agricultural skills in particular.

#### **e) Vocational Training Provision under Ministries**

In addition other Line Ministries are actively involved in Vocational Educational Training. In 1999 VETA has done a stocktaking of various training institutions and registered as many as 470 institutions, government, private, church affiliated and district based to be actively involved in VET in Tanzania.

The catalogue indicates government involvement in VT primarily through<sup>8</sup>

- The Ministry of Labour and Youth Development
- The Ministry of Education and Culture
- The Ministry of Community Development, Women Affairs and Children
- The Ministry of Trade and Industry
- The Ministry of Works
- The Ministry of Natural Resources and Tourism
- The Ministry of Communication and Transport

Furthermore numerous training institutions are registered under the District and local Government, in particular for institutions initially under the Ministry of Education and Culture.

The VET catalogue indicates a training capacity of over 3.800 training opportunities in basic crafts and skills training all over the country offered in the over 50 registered government training institutions outside VETA. All of the training institutions offer basic and/ or crafts skills training up to level Trade Test Grade III, they are spread all over the country.

### **2.3 The Role of VETA**

In 1994 the role of the former National Vocational Training Council under the Ministry of Labour has been abolished and The Vocational Education and Training Authority has been created as an autonomous body within the Ministry of Labour and Social Welfare. A well selected Board representing the different interest groups within the society should ensure the participation of the different stakeholders in Vocational Education and Training in policy setting and monitoring.

VETA has been nominated as a supervising and implementing agent. The authority's responsibilities have been laid down on the VET act from 1994<sup>9</sup>. It mainly addresses responsibilities with respect to

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<sup>8</sup> Compare Annex 2: Overview of Government involvement in VET in Tanzania

<sup>9</sup> Compare VET Act 1994

- The implementation of Vocational Education and Training through provision in VETA centres
- Policy setting and formulation on a national level
- Monitoring of implementation of training
- Co-ordination in the area of basic skills training on national and regional level in addressing the skills training needs both for the formal and informal sector

Within the three accreditation cycles in Tanzania VETA has the responsibility for the accreditation, quality assurance and promotion of skills training on basic and craftsmen level. The other Cycles are

- NACTE, National Council of Technical Education (for Technician Level provided under the Ministry of Higher Education, Science and Technology)
- HEAC, Higher Education and Accreditation Council (Advanced Diploma and University level).

On the basic skills and craftsmen level VETA has been assigned the tasks to<sup>10</sup>

- establish a Vocational Education and Training System which includes both basic and specialised training to meet the needs of both the formal and the informal sector
- satisfy the demands of the labour market for employees with trade skills in order to improve production and productivity of the economy
- ensure that the system of vocational education and training is based on demand, is cost effective and gradually giving decentralised planning and implementation authority to the regions to ensure maximum utilisation of resources and relevance of training programmes
- foster and to promote entrepreneurial values and skills as an integral part of all training programmes
- promote access to vocational training and training for disadvantaged groups
- secure adequate and stable financing of the VET system
- raise the quality of vocational education and training being provided
- promote or provide vocational education and training according the needs within the framework of overall national socio-economic development plans and policies.
- promote the balancing of supply and demand for skills labour in booth wage-employment and for skills needed for self-employment in rural and urban areas.
- promote and provide short- tailor made course programmes and in-service training in order to improve the performance both in quality and productivity of the national economy.
- provide a dual vocational education and training system, combining broad basic training, gradual specialisation and practical experience from work
- promote flexible training approach and appropriate methodologies.

VETA is supported in the Regions by Regional Offices (mangers) headed by Regional Boards. They should with respect to other training providers, in particular,

- Co-ordinate vocational education activities within the Region
- Provide direct supervision and serve as the governing Board for all vocational training centres within the Region

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<sup>10</sup> Compare VET Act 1994

- Provide guidelines and supervision on budget preparations by the vocational education and training institutions within the Region
- Evaluate budget proposals for vocational training centres managed by the Authority within the Region and forward the budgets to the Board
- Determine regional priorities for vocational education and training
- Carry out inspections of vocational training centres according to regulations and guidelines laid down by the board
- Advise the Board on any matter related to the improvement of vocational education and training in the Region

Accordingly co-ordination responsibilities of VETA address two levels:

- At the National Level with the different line ministries, central bodies as well as major stakeholders on policy setting and co-ordination and conceptual co-operation.
- On the regional level in co-ordinating and facilitating, monitoring VET implementation and supply oriented to regional skills training and labour market demand.

In the light of political decentralisation especially co-ordination of vocational training is of increasing importance. VETA has only gradually addressed these tasks.

In the past years VETA has stressed its role in developing and setting up its own implementing structures and governing and monitoring bodies, systems and instruments. With the accreditation and registration of private training providers the authority has strongly contributed to mapping centre based VET in Tanzania. However, co-ordination of VT provision on the national and regional level has not been emphasised over the years. Nor have concepts and general strategies for a co-ordinated VET provision been developed and systematised, this still seems to be based on the self initiative and strengths of the single Regional Managers.

In some Regions i.e. Regional Managers have sought to co-ordinate private training providers and even facilitate their self -organisation to allow clear communication patterns. In these Regions VETA gradually won the role of a facilitator of VET besides its implementing activities. In these regions VET is slowly becoming an instrument for the regional economic development and for the diversified skills training needs of the different target groups, such as youth, (un-) employed adults, informal sector operators etc. Whereas in other regions co-ordination among the various providers is still based on the one to one relationship between the Regional Office and the single VTC, with individual visits in the different centres. Here the role is still much more linked to supervising the implementation than co-ordinating and facilitating among equal partners.

In all Regions that we visited in the course of the study, the Regional Managers were fairly good informed on the activities going on in their respective regions. We were informed that VETA envisages to specify responsibilities for the Regional forces and their respective co-ordinating role. This is certainly a step in the right direction.

### **3. Training Provision under Government Ownership, an overview**

#### **3.1 Vocational Education and training under the Ministry of Education and Culture**

##### **3.1.1 The Technical Secondary Schools**

Initially skills and vocational training activities under the Ministry of Education were primarily linked to a few number of trades schools. After completion of training at the lower primary level, trainees were admitted to a four years training programme in Carpentry, Masonry, Bricklaying, Tinsmithing and Agriculture. Entry requirements were the ability to read and write. The objective of the training was to equip people with profound knowledge in practical basic crafts skills. This system has gradually been phased out.

At present there are initiatives to review the curricula for primary school, to add technical knowledge within the primary school and to allow the inclusion of basic skills issues on a very low profile, such as identification and handling of tools, etc. The Tanzania Institute of Education (TIE) has already developed a respective curriculum in the 'Skills Development Subject'. Though the emphasis will still remain on the traditional cultural and general subject, some aspects of technical skills will be included in the general curricula. However, the implementation in the primary schools is still in the early stages.

On a secondary school level the Ministry is actively providing VET in its Technical Secondary Schools. At present there are 8 technical secondary schools of a total of 10 envisaged, which are spread all over the country, in

- Moshi
- Tanga
- Mtwara
- Dodoma Mazengo
- Ifunda Iringa
- Mbeya
- Mwanza
- Musoma

The major objective of the programme is to link general secondary school education with vocational skills and professional knowledge in selected technical subjects, such as to allow double qualification and a widened perspective of the trainee. In technical subjects Form I trainees are offered a compulsory orientation in the field of

- Electrical engineering
- Mechanical engineering
- Civil engineering

Trainees specialise in one of the areas starting in Form III. Optional trades in all institutions are:

- Building and Construction
- Architectural drawing
- Carpentry

- Bricklaying/ Masonry
- Electrical engineering science
- Workshop technology
- Surveying
- Motor Vehicle Mechanics
- Painting and sign writing
- Plumbing

It is notable that no commercial subjects are taught. The technical subjects are linked compulsory with Physics, Chemistry and Mathematics. Admission to the training courses in the technical subjects depends on performance in these general subjects.

Specific traditional female oriented programmes such as tailoring have been given up due to low market and employment potentials.

Curricula are prepared by the Ministry of Education and Culture in co-operation with VETA for the technical subjects and orient on VETA Certificate. The Trainees do a general O-level exam after Form IV in linkage with technical certification and sit for Trade Test Grade III.

The technical equipment in all institutions was said to be one of the major handicaps to promote and extend the programme. This is due to lack of resources and finances. It is assessed that this also causes the small capacity and intake in training, which is estimated to stand presently at approximately 105 trainees per annum in each of the eight centres.

The programme in the Technical Secondary Schools has not been accompanied by any follow up activities and services. Though a systematic tracer study to prove the whereabouts of the trainees is lacking, random observation show that most of the graduated seek to remain in the training circles and either follow a university career or continue training at one of the 3 Technical Colleges in the Country. In general it is assumed that the training does not lead to a technical application of the skills after completion.

### **3.1.2 The Post Primary Technical Centres (PPTC)**

#### **3.1.2.1 The Programme**

The set up of the PPTC goes back to the mid seventies (1973). In order to combat youth migration to towns Government decided to equip primary school leavers with skills and attitudes necessary to enable them to get employed or set up self-employment activities in their locality. The PPTCs were expected to enable primary school leavers with relevant skills to the development of the community. This is in line with the villagization movement and orientation of the 1970s, where primary schools should act as an agent and serve as resource instruments in the development of the community and the improvement of livelihood in rural areas.

Initially 4 Post Primary Technical Centres PPTCs per district were to be established as annexe of the existing Primary Schools, amounting to a total of about 400

centres in rural and urban areas in the Country. The capacity of each of the centre was fixed at approximately 60 Trainees per centre. It was expected that 17,520 primary leavers would be enrolled in the first year of a training programme of generally two years. However, in 1975 not more than 9,903 primary leavers had enrolled, representing 56% of the total capacity.

Soon after inception PPTCs proved to lack

- a clear concept
- equipment
- qualified staffing
- general orientation

This resulted in a loss of credibility of being institutions which can contribute to relevant and employable skills, and gainful occupation, and the enrolment in the institutions decreased. In addition recurrent high costs could not be covered sustainably.

Today there are about 242 PPTCs throughout the country, i.e. 60% of the initially envisaged centres are in operation.

### **3.1.2.2 Resources and Curriculum**

The PPTCs are situated within the same premises as the primary school, though in their own buildings, with separate teachers, classrooms, laboratories and workshops.

PPTCs offer technical courses in

- Home economics, cookery, needlework
- Carpentry
- Masonry, Brick laying
- Blacksmithing
- Home electricity and installation

In addition it is compulsory for the students to attend classes in general subjects such as in Swahili, English, Mathematics and Civics.

The courses have a duration of 2 years and finish with basic certification in the respective craft issued by the Ministry of Education<sup>11</sup>. The training curricula have been prepared by the Ministry of Education following their standards. Practicals relate to theory classes on a ratio of 60:40. The practicals are taught in the centre. Some few centres have tried to arrange and modify the programme activities by making local arrangements with craftsmen for co-operation and attachment of their trainees. These arrangements are however unofficial. Since its inception the Ministry of Education and Culture has not made any changes in policy or curricula responding to the PPTCs.

Besides the standardised programmes PPTCs do not offer community oriented short-term training courses. Instead of increased enrolment figures to reach the

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<sup>11</sup> For the last 2 years the Ministry has not been able to issue any certificate due to lack of funds



originally intended 600 students per centre, enrolment is continuously dropping. Some centres had to be closed down due to lack of students. According to teachers and District Education Officers students who enrol in PPTCs, either often have no alternative or their parents do not value education very high.

Neither the Ministry nor any individual PTTC has initiated a tracer study of trainees. Thus no information has been gathered about the impact of the training for the trainees. Furthermore the training in the institution has not yet been linked to any kind of follow-up activity and reliable data for ex- trainees does not exist. However, it is assumed that most of the ex-trainees enter self-employment activities or stay with their rural families.

### **3.1.2.3 Administration and Monitoring**

Presently, there are 600 teachers working in the PPTCs throughout the country. Training staff is employed by the Ministry of Education. Since 1994 government has stopped any new staff employment. Teacher's training for PPTC teacher includes primary school subjects and training in a special technical skill at certificate level. Some of the teachers are also holding diploma. It was reported that teachers with higher education level usually seek posting at Secondary Schools.

In the course of increasing decentralisation of Primary School Affairs, administration of the PPTCs was also transferred to District Level. All PPTCs are under the supervision of the District and monitoring and quality assurance stays with the District Education Officer, who in turn is professionally and administratively linked to the Regional Educational Secretariat<sup>12</sup>.

### **3.1.2.4 Financing**

Initially the PPTCs were set up with financial assistance from the Ministry of Education and the Danish Development Organisation DANIDA. However, since 1994 the Ministry has only been providing salaries for the staff. The Municipal and District Councils became the legal holders of the Centres and hence responsible for funding of the recurrent costs, except of staff salaries.

The schools have not asked for fixed school fees yet. Students already contribute besides school uniform, to stationary, practising material like cloth for sewing classes and wood for carpentry. Nevertheless this is insufficient to maintain the centres. General considerations on sustainable financing of the centres are lacking.

The financial constraints of the municipalities and low funding resources, lack of training material and teaching aids, cause a decline of quality in the centres. In addition scarcity of qualified teachers contribute to the general low performance and profile of the PPTC. The morale of staff is low.

The initial equipment provided by donors like DANIDA and Sida in the 1970s has been worn out in the meanwhile and has hardly been replaced. This contributed to the decline of quality, relevance and performance of the training services. There are suggestions to close down some of the PPTCs, or seek for other purposes i.e.

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<sup>12</sup> Compare annex 2: Institutions under District Ownership

turning them into vocational training institutions or into secondary boarding schools. Likewise to establish special activities for girls in rural areas, since most of them stop after primary school training. At the same time the Ministry of Education and Culture is exploring ways for outside/donor funding for the rehabilitation of the PPTCs.

### **3.1.2.5 Co-operation and Co-ordination with other Ministries**

Though the PPTCs address the same target group as the Folk Development Colleges (FDCs) under the Ministry of Community Development, Women Affairs and Children and even act often in their immediate neighbourhood, no co-ordination has been sought so far between the two lines. This further weakens the concept and the utilisation of the PPTCs (and FDCs). In fact, there are voices within the Ministry which recommend a common approach for better utilisation of the given resources. Certainly this is highly recommendable to avoid duplication and uncoordinated and competitive activities in times of scarce means.

This will require to invite all those involved in post primary skills training (i.e. the Commissions and the Permanent Secretary of the Ministry of Education, VETA and the Ministry of Community Development, Women Affairs and Children), to start a process of reflection and dialogue, to discuss how to proceed with PPTCs and FDCs, in order to concentrate efforts. It should facilitate the development of a skills training provision plan to integrate PPTCs and FDCs on district level. This could lead to a merging of some PPTCs with FDCs or vice versa, thus allowing a more effective running of a few PPTCs or FDCs.

## **3.2 The Ministry of Labour and Youth Development**

### **3.2.1 Training Provision under the Department for Social Welfare**

Vocational Education and Training for special Target Groups and in particular for people with disabilities is co-ordinated by the Ministry of Labour and Youth Development under the Department of Social Welfare. The Ministry owns presently 7 training institutions for people with disabilities. The centres are scattered all over the country in

- Moatika, Mtara, specifically for blind men
- Singida, specifically for blind ladies
- Tabora, not yet opened (the centre has been under construction for several years, it has not yet started due to lack of funds)
- Tanga Masiwami
- Mwanza
- Mbeya
- Dar es Salaam

All training institutions are boarding institutions and offer training courses according to the abilities of their trainees in:

- Carpentry
- Tailoring
- Computer
- Shoemaking

- Welding
- Weaving

The training follows standardised curricula, provided by the Ministry and designed in co-operation with VETA. The two years training programme lead to Trade Test Grade III under VETA. The training capacity of government institutions all over the country is estimated to make up for about 350. This is complemented by training institutions under NGO ownership which were said to roughly contribute additional 100 training opportunities.

Training is in general free. The Ministry covers the finances. Presently utilisation rate of the centre is reduced to nil. Due to lack of funds no training has started in 2000. Though the Ministry is still able to allocate the amount for salaries for instructing and supportive staff. Other items for running the centre, in particular food and training expenses are not covered.

The Ministry has started to secure outside funding and to allow for a stronger adoption of the centres by the various districts and communities in which they are placed. However, this has not lead to the hoped results.

### **3.2.2 Training Provision under other Departments**

The Ministry of Labour and Youth Development is responsible for running 3 Youth Training Centres in Sasanda, Kilosa, Morabga. Each of the centres has a training capacity of app. 20- 25 trainees and offers short term training courses. The programmes run for 2- 3weeks on average and address aspects in agriculture, tailoring, livestock keeping, carpentry etc. However, utilisation has been decreasing in the past years. One of the major reasons has been cited as being the lack of equipment and resources to run the centres and to provide attractive and relevant training. There are plans to upgrade the programmes and to develop the centres as vocational training centres for primary school leavers, leading to VETA certification in Trade Test, Grade III.

## **3.3 Vocational Education and Training under other Line Ministries**

Other line ministries become increasingly involved in offering basic skills training for the general public. Initially the training institutions under the Ministries developed and trained their own staff, now they gradually take over additional roles.

### **3.3.1 Ministry of Works**

The Ministry of works runs a training centre in Morogoro. The centre was initially set up to train ministerial technical staff in

- Electrical installation
- Masonry and Bricklaying
- Welding and MVM

The training programmes lasts 2 years and leads to VETA certification (Trade Test Grade III and Grade II).

The initial capacity of the centre was 110 trainees per annum. With the decline and stop of government employment in 1993 the centre opened up its training services to the general public in the mentioned trade areas. The trainees have an educational background of Standard VII leavers or/and Secondary school certification. Nevertheless, the enrolment has gradually been going down, to nearly 1/3 of its initial capacity. Some trades like masonry and bricklaying, do not have any enrolment at all.

The centre is still financed by the Ministry of Works with respect to the salary of training and non-training staff. Presently ten trainers are employed. Technical inputs and training materials are hoped to be covered by raising training fees (40.000 TSh per annum) as well as by MVM services rendered. Furthermore modest income is gained by renting out the premise to part time secondary school classes. The institution hopes to be able to offer short term training courses, such as air conditioning, fabrication, panelling and trouble shooting in MVM. It is aimed to increase the utilisation rate of the centre and to achieve a higher income base. The training institution also seeks for additional funding to raise its financial base and equipment.

The Morogoro Works Training Centre is registered under VETA. It co-operates closely with the Regional Office of VETA in Morogoro. Furthermore close links to Local government as well as the Ministry of Natural Resources and Tourism on regional level exist.

### **3.3.2 Ministry of Industry and Commerce**

With respect for skills training the Ministry of Industry of Commerce runs three training institutions in the country:

The COLLEGE FOR BUSINESS EDUCATION (CBE) has the main campus in Dar es Salaam and a branch in Dodoma. The college is an institution on tertiary level. Each branch has a capacity of 100 students and trains on advanced diploma level in subjects related to Business administration, Accountancy and Law related to commerce. The college was initially owned by the Ministry but has now been privatised. It offers training programmes, which last from one to three years, with fees up to 700.000 TSh per annum. The enrolment in 2000 was reported to stand at a total of 113 students. The college is guided by an advisory Board, where the Ministry is still a member.

At the HIGH PRECISION TECHNOLOGY CENTRE (HPTC) training is provided in Mechanics, and Electronics. In addition short term training courses in Tie and Dye are offered. Similar to VETA institutions the two year training leads to Trade Test Grade III, following VETA curricula. Trainees are Standard VII leavers. They increasingly have a secondary school background. Accordingly the co-operation as well as professional exchange with VETA is high and it was said that classes for VETA students are carried out at the centre. Besides salaries for the staff, recurrent costs have to be covered by the Centre. Of significant importance are the training fees which range up to 600.000 TSh per year.

The Ministry gradually has withdrawn from the institutions and besides advising on the selection of Board members its influence is small. The institutions are supposed to be run as profit centres but for the time being staff salaries are still supplied for by the Ministry.

### **3.3.3 The Ministry of Agriculture**

The Ministry of agriculture initially owned 12 training colleges all over the country. They were offering training on the tertiary level and had a total capacity of 2.130 students. The colleges offered training courses in areas of agriculture and livestock on Diploma level, mainly for extension workers and personnel within government programmes. This training has drastically been reduced and utilisation in the various colleges stands between 5 and 40% of the initial capacity.

The decline in enrolment has been explained as a result of

- cost sharing for training, which meant the introduction of training fees
- freeze of government employment
- cut down of contribution to running expenditures
- lack of maintenance and low profile of equipment

The Ministry is still providing the salary of the staff. Any other expenditures have to be covered by the students. The colleges introduced training fees for their students ranging between 360.000 TSh and 200 US\$ (for foreigners) per annum to cover for training material, and in particular for accommodation and food in boarding institutions.

The Colleges are encouraged to widen and improve on their income generating activities. However these activities, i.e. dairy farming and poultry are still functioning at low level, providing only little extra income. Another attempt to gain more income is to offer tailor made training courses and to widen their scope to all those who are interested and prepared to pay for training in agriculture. Colleges have started to offer short term non-formal residential training courses for farmers. Little co-operation and co-ordination was observed with other training providers in basic skills on district and national level.

### **3.3.4 Other Line Ministries**

Of significant importance in the provision of Vocational Education and Training are the Ministry of Transport and Communication, the Ministry of Higher Education, Science and Technology and the Ministry of Natural Resources and Tourism. All these Ministries are gradually offering short term training activities for the general public to enrich their programme and to increase utilisation and the relevance of their training activities and financial basis of their services<sup>13</sup>.

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<sup>13</sup> For detailed profiles compare Annex 3

## **4. The Folk Development Colleges under the Ministry of Community Development, Women Affairs and Children**

### **4.1 Historical background and set up**

In 1974 the first president of Tanzania, Mwalimu Julius Nyerere established the Committee of Adult Education in Tanzania, following several visits to the Scandinavian countries in the early 1970s. The Committee for Adult Education studied the Folk High School (FHS) System in Sweden and recommended their adapted introduction to Tanzania. The aim was to create residential institutions for adult education, promoting lifelong learning, parallel to universal primary education for children.

The intention at the time was to establish one FDC in each District of the country. Existent District Training Centres, Community Development Centres, mission schools, primary schools and Farmers Training Centres were transformed into Folk Development Colleges (FDCs).

Important criteria for their selection to be turned into FDCs were

- the geographical position in rural areas,
- the co-operation within the community,
- the people and the availability of land for agricultural purposes.

By 1980, 53<sup>14</sup> Folk Development Colleges had been established all over mainland Tanzania<sup>15</sup>. Their set up was supported financially by the Swedish International Development Agency, Sida.

### **4.2 Mandate and Orientation**

The main focus of the FDCs was to be on economic national and local development rather than on 'personal individuation' as pursued by the Swedish Folk High School System. Being under the political responsibility of the Ministry of National Education, the FDCs were primarily identified as educational establishments and a tool for the 'Post Literacy Education Programme'. In this line their initial Mandate was

- to disseminate appropriate skills and technology to youths and adults in Tanzania
- to provide literacy skills to Tanzanians
- to promote Tanzanian Culture
- to provide technical and agricultural skills to youths and adults<sup>16</sup>.

Apart from providing literacy and vocational skills to adults, they were expected to be supportive institutions for the ruling political party at the time, TANU, to serve as

<sup>14</sup> In March 2000 52 FDCs were functioning still.

<sup>15</sup> For distribution of the FDCs compare Annex 5: Overview of FDCs in Tanzania

<sup>16</sup> Compare: The contribution of Folk Development Colleges ( FDCs) on Education for all, report of the MCDWAC, March 2000 and Guidelines for Folk Development Colleges of the MCDWAC, Annex 7

'extension' actors in the various programmes and link to the rural development in their respective environment. Most of their trainers had a strong background in adult education and political economics. Unlike the Folk High School Movement in Sweden the FDCs were formed as a part of the National Education system, and the colleges were uniform government owned institutions under the control of civil servants<sup>17</sup>.

With the transfer of political responsibility for the training institutions from the Ministry of Agriculture and later the Prime Minister's Office, to the Ministry of Education, in 1980 ownership issues concerning the FDCs became somehow complicated. Apart from being institutions to promote economic rural development the Folk Development Colleges were to fulfil an educational task as well. Thus their mandate had double orientation. Attempts had been made to put them under the authority of the Ministry of Agriculture, Labour and Social Welfare or Local Government. Nevertheless, until 1990 the FDCs remained under the political responsibility of the Ministry of Education and Culture, thus reinforcing their focus on Adult Education. The FDCs were hardly integrated in rural settings as a specific instrument for skills training and skills development. Linkages remained poor between FDCs and other institutions under the Ministry of Education and Culture such as to the Post Primary Technical Colleges (PPTCs) which were set up during the same time. Nor have links of co-operation been set up between Community development Institutes (CDTIs) and FDCs.<sup>18</sup>

#### **4.3 Folk Development Colleges under the Ministry of Community Development, Women Affairs and Children (MCDWAC)**

As part of the administrative restructuring process in Tanzania, the FDCs were handed over to the newly created Ministry of Community Development, Women Affairs and Children (MCDWAC) in 1990. The Ministry issued a new policy on Community Development, in which FDCs should be an instrument for the implementation of the various programmes and initiatives and hence were to be reoriented towards community development rather than adult education Accordingly the Colleges should<sup>19</sup>:

- enable the people to participate in national development, political development, culture and in the community.
- enable the people to be aware of their problems and how to solve them.
- facilitate the Community to participate in decision making concerning their development and at Nation level.
- enable the Community to be aware about gender issues and how to influence existing norms and beliefs.

<sup>17</sup> Although lip service was paid to the need for local involvement, in practice freedom to meet local needs was never a main part of the FDCs. A common curriculum and detailed guidelines were issued by the MNE from the beginning'. Compare 'the End of the beginning...', An evaluation of the Sida supported Tandem project with Folk Development Colleges in Tanzania, 1990 - 1996, December 1996

<sup>18</sup> All over the country there are 6 CDTIs under the ownership of the MCDWAC. The CDTIs train Community Development Assistants on Diploma level, however their graduates are seldomly assigned as instructors and staff in the FDCs.

<sup>19</sup> Compare Annex 7: Guidelines for Folk Development Colleges

- allow people to be tools for development, embedded in their community.
- strengthen democratic leadership in the Community.
- strengthen and maintain participation of women and special groups.
- help the Community to be aware about their National heritage and how to exploit and to maintain it.
- help the Community to know the importance of environmental protection.
- enable people to participate within the Community in order to maintain National culture.

#### 4.4 Outside support

At their initial start the FDCs were heavily funded by Sida. Swedish financial support was also essential for the refurbishing of buildings, supply of teaching materials and capacity building of training staff. From 1975 to 1990 the support amounted to a total of 13.9 m TSh per annum. The restructuring of Ministries in Tanzania coincided with a change in aid policy in Sweden, resulting in a redefinition of Sida's involvement in the FDCs. The new basis of co-operation in community education became known as TANDEM project (1991 – 1996). It was formulated in agreement between Linköping University, Sida and the Ministry of Community Development, Women Affairs and Children (MCD). Its main components were

- capacity building of FDC staff
- management aid and policy development

in co-operation with the Ministry. By 1996, 306 of the 466 college teaching staff had participated in the TANDEM programme, receiving methodological training, training in management, training in community development, adult education, etc.<sup>20</sup>

Some of the FDCs are linked to sister Folk High Schools in Sweden. A project of intercultural exchange and communication between Sweden and Tanzanian is co-ordinated by NGOs in the two countries. At present single FDCs are technically supported by development workers, who are co-ordinated by the Swedish NGO Forum Syd. Their major role is to contribute and assist the particular centres in developing community based training and setting up new short term training programmes. However, the impact is partially assessed as being very little.<sup>21</sup>

#### 4.5 Instructors and Personnel

Initially no specific training for the trainers was envisaged. Trainers for the FDCs were transferred from existing schools and had difficulties in understanding the underlying philosophy of the FDCs. The educational background of instructors consists in FTC and Teacher Diplomas, with little training in crafts.

In the beginning instructors had a strong bias in social and political qualifications. Meanwhile this has been phased out. The majority of the instructors have been

<sup>20</sup> Compare 'The end of the beginning...', p. 23ff

<sup>21</sup> Compare Annex 5: Case Studies of FDCs



working for FDCs for a number of years and personnel who have joined the institution at its set up 25 years back are quite frequent. Since employment by government was frozen in 1993, new instructors joining after that period are rare, as they have to be financed by the institutions. New employment is only possible in exchange and rotation among staff members of the FDCs.

Generally FDCs lack technically qualified staff, besides teachers who have had teachers training. The existing financial constraint limits employment of additional staff. This has been regarded as being one of the major limiting factors for the FDCs to further develop and build on their general orientation on vocational training. The TANDEM programme, financed by Sida until 1996 for staff capacity building, put special emphasis on methodological skills.

#### 4.6 Training Programmes

Initially the Ministry of National Education (MNE) and later the Ministry of Education (MEC) issued a common and standardised curriculum and general guidelines for the FDCs. At the same time the colleges were supposed to respond flexibly to community needs and to train for local development requirement. A mismatch, which has accompanied the FDCs right from onset. Training was to take place residentially in long courses of 1- to 2-year duration. Community based training programmes were to be of shorter duration. The development and implementation of exemplar projects as well as outreach visits by staff to local development projects were foreseen and should have been linked to the community development activities of the institutions.

At first FDCs covered theoretical subjects like politics, economics, culture and accountancy besides practical subjects like agriculture, handicraft and domestic science. In addition leadership training was offered for community leaders. In the 1980s the FDCs dropped their training programmes in leadership and concentrate on three core areas<sup>22</sup>:

- Agriculture (including livestock, crops, gardening, forestry and husbandry)
- Home economics (including tailoring, cookery, nutrition and needlework)
- Technical subjects (ufundi), (including carpentry, masonry, plumbing, electrical installation, welding)

The broad outline of the training has not been subject to change when the FDCs were transferred to the Ministry of Community Development, Women Affairs and Children in 1990.

The MCDWAC prepared guidelines according to which the training courses should allow for short term training courses

- of no more than 3 month.
- to solve the immediate problems in the community, with low costs for participants.
- to be run within or outside the Centre.

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<sup>22</sup> For curricula and course outline compare Annex 6: Regulations for Curricula of Folk Development Colleges

Trainees and participants of these courses were expected to be mainly adults. Long-term training courses should last between 3 months and two years and address both adults and youths.

Gradually the FDCs adopted vocational training programmes. In this process they reduced and finally stopped short term training programmes for adult participants. Young trainees in pre-employment training follow a standardised curriculum and sit for internal or national Trade Test exams. In the course of the years enrolment in agriculture decreased significantly. Thus some FDCs opted for dropping agriculture as a subject altogether.

All of the visited FDCs have become vocational training institutions providing pre-employment formal training for the youth meanwhile<sup>23</sup>. In general training follows the VETA curricula and leads to formal VETA certification, usually Trade Test Grade III. The initial choice of trade taught in the centre is manifest, and all the visited centres provide training in Carpentry, Masonry and Bricklaying, Tailoring and Metal work. Variation in general was small, and the introduction of new courses is difficult due to unclear responsibility, lack of qualified personnel and financial constraints. Some of the centres sought to include short term training courses like typewriting in Kisarawe FDC. But with little success. Others sought to expand to Motor Vehicle Mechanic, if means were available, e.g. in FDC Kibaha and Bigwa.

In general, however, the scope is small, repetitive and not different from other formal training providers in the district. Accordingly interview partners complained about the competitive situation of VET provision and hoped for VETA to play a stronger role to co-ordinate between the actors and harmonise between supply and demand for VT in the district.

### **Relevance of Training**

Tracer studies have not been carried out by the institutions. FDCs do however have random contact to their former trainees. Thus institutions „know“ that trainees are employed, that they organise themselves in groups and start up small scale enterprises. However, knowledge remains scattered. In some centres we were informed that trainees migrate to nearby towns in search for employment or self employment. Often they do not work in the field of their training.

### **Target Group**

Linkages between the community development and training activities were expected to be enforced by including communities in the selection procedure of potential trainees: The local community was to choose adults from the villages to receive training at the College. These should be exposed to new technologies and methodologies, which were supposed to be put into practise in their home areas. Hence trainees were expected to become change agents based on the development orientation and focus of their home community.

Presently most of the colleges are run below and in some cases extremely below their capacities. They were set up offering training capacities on an average of 60

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<sup>23</sup> compare detailed case studies Annex 4

trainees. However, we observed an enrolment of less than 50% in the majority of colleges. It is only for colleges linked and embedded in a greater training environment such as the FDC at Kibaha that enrolment figures are less alarming. One reason for these low figures is seen in the difficulties parents meet to provide the means to cover training fees.

According to the standardisation of the programme the target group gradually changed. All of the visited institutions enrol Standard VII leavers for their training and gradually also Form IV Secondary school graduates<sup>24</sup>. Unlike the initial intention, the trainees come predominately from outside the district. Thus boarding is necessary. Interviews revealed that in general the immediate district is hesitant to send their trainees to the FDC, either due to expenses or reputation. The initial orientation to identify trainees through the communities is still on the agenda, yet hardly practised. Training Institutions refer that they announce and advertise openly for their programmes and attract the open public, interested in vocational training. In our opinion it is an indication of poor ownership of the community towards the FDC, which explains low interest to utilise the FDC as their instrument and a tool for development.

#### **4.7 Management, Community Ownership and involvement**

The MCDWAC distributed standardised guidelines for management in FDCs<sup>25</sup>. Participation of target groups should play an important role in the structure and composition of the Board. Each FDC should be guided by an advisory Board, whose composition is set by the Ministry. From a total of seven members in the Board, four are pre-determined by the MCDWAC including the Member of Parliament for the District, The District Executive Director (DED, as Chair of the Board), the District Development Officer as well as the Principal as the Secretary. This composition should help rooting the FDC within the community and improve local ownership. However, we were informed that this is not always the case. Some individual DEDs play an important role in guidance and linking the institution and its programme to development activities of the community and vice versa<sup>26</sup>. In general it was reported that the frequency of Board meetings was compromised due to the obligations and commitments of the Member of Parliament and the DED. Following the regulations their presence is required for a quorum in the Board meetings. As a result Board meetings take place less than once a year.

Standardised procedures do not seem to help in developing real ownership feeling. Consequently interview partners in some Districts informed us that they would rather feel as a custodian than the owner of the institution since the range of options for adjusting programme activities for the college are experienced to be limited to the initial orientation.

<sup>24</sup> Arnautoglu FDC is an exception in orientation and set up. It is the only city-centred-FDC, the only institution that offers day training courses. It has also diversified its target group. Arnautoglu is addressing disabled and not disabled youth. It is catering for those who are otherwise neglected.

<sup>25</sup> Compare Annex 7: Guidelines for Folk Development Colleges, Administration and Operation

<sup>26</sup> Compare Annex 4: Case Studies of Folk Development Colleges, the case of FDC Bigwa

The remaining vacancies for Board members can be assigned by the pre-determined board mainly under consideration of political criteria and influence in the community. A distinct participation of professional and other social interest groups, i.e. entrepreneurs, craftsmen, VETA, in the composition of the Boards is not foreseen.

#### **4.8 Facilities and Resource Mobilisation**

The majority of the institutions are in rural areas, often not accessible by all weather roads and in some of the visited colleges with extreme difficulties to access to water and electricity. Generally centres could refer to a significant plot (from 19 to 60 acres) of arable land which was in some cases insufficiently utilised for training and/or income generating activities. Several Colleges linked the low interest for agricultural subjects and activities to the fact that trainees come from either urban centres, like in FDC Bigwa and FDC Kisarawe, or that trainees are not prepared to pay for training in agriculture that does not differ to the agriculture practised at home in their rural villages.

The colleges were set up with initial assistance by the Swedish Development Authority, utilising existing infrastructure. However the initial set up has not been according to formal vocational training centre orientation. In line with that we observed that equipment and infrastructure are of major weakness to fulfil the roles they have set themselves. Most of the equipment has been either outdated, worn out and or not replaced and in some centres given infrastructure was not even sufficient to provide a regular training. Teaching aid as well as reference material is very poor and often not existent.

#### **4.9 Financing and Sustainability**

The Financing of the recurrent costs of the colleges was initially expected to come from 3 different sources,

- 1/3 from the Ministry,
- 1/3 was to be acquired by the college through self-reliant (income generating) activities,
- 1/3 to be provided by the community.

The FDCs were supposed to introduce income-generating activities as part of education for self-reliance and for cost-sharing purposes. However, from 1994 colleges had to introduce school fees to cover parts of their costs of training, as the Government stopped financing the ongoing programmes. Only the salary for college staff is still paid by Government. All other costs arising in the college have to be covered by other sources.

Since 1994 most of the colleges are financially 'running on a shoe string': They can hardly afford to purchase new infrastructure or equipment and hence face the vicious circle of being under-utilised and at the same time lacking money to increase utilisation. Most of the colleges were not prepared for the change in funding, neither in competence nor in equipment. The majority of the colleges

reacted by increasing training fees, ranging from 60,000 up to 120,000 TSh per annum<sup>27</sup>, depending on the training programme and college expenditures. We were informed that this contribution is just enough to cater for food and accommodation of the trainees.

All the centres we visited could refer to production units such as carpentry workshops, tailoring workshops etc. These were used as income generating units. However, it was not possible to assess to what extent these were able to generate income for the college. In some of the colleges we got the impression that neither outline nor running of the unit would provide for financially successful activities. Linkage to local craftsmen was often not sought. Only one of the visited colleges reported to co-operate with local craftsmen and small scale enterprises, especially in peak times of contracts.

#### **4.10 Role of the Ministry MCDWAC**

Since its transfer in 1990 the FDCs have been under the governance of the MCDWAC and in fact the Ministry claimed their initial responsibility for the centres. Within the ministry the Department of Community Development is responsible for monitoring and dialogue with the colleges.

With the transfer FDCs experienced a deviation from their initial role. The colleges were supposed to serve as focal points for community development rather than for adult training. However that was neither in line with the staffing, their qualification and expertise nor with the developed identity of individual colleges<sup>28</sup>.

The MCDWAC started to support the re-orientation of the FDCs and to disseminate a standardised pre-employment training programme, which also catered for the youths. Thus the FDCs were heading towards a new direction. Unintentionally they had become formal pre-employment training institutions. At the same time staffing, fixed structures of college Boards and the introduction of standardised management systems, though well meant, caused the development of inflexible structures which were not responsive to the district and community potential, and requirements. As a result the FDCs neither act as adult education centres nor as community development agents, nor are they able to seriously act as Community Based Vocational Training Providers.

As the Ministry lacked linkage with its own and other ministerial bodies, FDCs have become self fenced conceptual entities, not able to develop community ties or to become a serious sectoral body.

Over the years the linkage between an individual college and the ministry has won the character of a mono-directional communication, based on an exchange of

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<sup>27</sup> The only exception is Arnatoglou FDC in Dar es Salaam. Trainees are asked still to pay 25 000 TSH. only.

<sup>28</sup> The Swedish TANDEM project for capacity building was not able to address the change in orientation. Nor could it support the development of one side of the expertise. The project strengthened the expertise and capacity of adult educators adversely.

reports. Each FDC has to submit a monthly report to the respective department in the MCDWAC reporting about its training and community development activities. Responses from the Ministry were said to be very poor if existing at all. Follow ups on raised problems and constraints remain limited and are left to the FDCs.

At the beginning the Ministry sought to emphasise on the exchange of experiences and concepts among the principals. Training activities as well as regional and national meetings and conferences were foreseen to allow for further development and strengthening of a national network of FDCs. These meetings have not taken place.

The ambitious idea to follow up, provide advice and counselling to the colleges by the respective department of the Ministry have gradually fallen victim of the severe lack of funds. For example lack of transport facilities has prevented the follow up and monitoring of visits and communication exchanges for years. This has led to a low level of information shared with the ministry on matters concerning FDCs. At the same time lack of outreach structures and communication lines between the Ministry and District administration level have further diminished the technical and conceptual support, and dialogue and communication between the Ministry and FDC.

The FDCs have taken up initiatives to strengthen their communication pattern, creating a network. Principals of several colleges in selected regions have embarked on a continuous dialogue. They meet regularly to reflect on experience and development of programme concepts and adjustment to development. All the interviewed principals in the visited colleges assessed these bi-annual meetings of information exchange and self-counselling as an important forum.

## **5. Conclusions and Recommendations**

### **5.1 Training Institutions and activities under various Ministries**

Vocational Training activities of the various training providers in Tanzania have highly been affected by Labour Market trends in the past years. Many training institutions and in particular those under governmental ownership were set up initially to satisfy skills requirement in the formal employment and in their ministerial and public sector circles in particular.

However recruitment in the sector has steadily been decreasing over the years. In 1980 the public sector created 20,000 job opportunities a year, compared to a demand for jobs of 300,000 per annum. The job demand in the public sector even decreased drastically in the 1990s due to the retrenchment programme. In fact it became negative with respect to job demand which rose to 600,000 per annum. From 1993 onwards a stop of employment in the public sector caused major labour market changes and, though with delay in many training institutions under the various Ministries, affected a general re-direction of the training orientation.

Informal sector and self-employment activities have grown in line with the decrease of the public sector as major employment provider. And in fact, the informal sector has become the pacemaker of labour market trends and development.

Training institutions under the various (line) Ministries experience very similar trends and changes:

- **Financial Base**  
The Ministerial role has been reduced to financial contribution to salary only. Other expenditures for the institutions under the Ministries have been cut down, yet the government is keeping its role in management via influencing the Board composition. Re-investments in the institutions have been small and decreasing. Equipment in the centres has gradually been worn out and not been replaced, due to lack of funds.
- **Target Group Orientation**  
As government has stopped employment of additional staff, sponsorship for training was cut down, and the demand for training in governmentally owned training institutions decreased. Institutions have had to introduce cost sharing patterns and training fees in order to maintain training activities. This has been accompanied by drastic decline in utilisation of training capacities.
- **Scope of Training and Training Courses**  
The training institutions introduced short term training courses flexible in content and in target group orientation, and in general shifted to market oriented training provision. This contributes to a competitive training market with a range of training providers.

Though training activities have changed, their character, in general, is still strongly supply oriented. Training courses primarily service the interest of the target group in line with their purchasing capacity. Often this training is not based on needs analysis nor is it linked to employability or applicability of skills, but aim strongly to maintain activity and capacity of the training institution.

A shift in paradigm to a demand and (labour) market oriented vocational education and training approach, requires an improved co-ordination and strengthened co-operation on the supply side - among the different players and stakeholders in VET and their respective training providers and implementers in particular. As for now co-ordination and co-operation among the various government providers and in particular among line Ministries with institutions under MEC, MCDWAC, VETA are weak. Accordingly in the course of the study all interview partners enforced and emphasised the need to strengthen co-operation and co-ordination among the different players. The responsibilities assigned to VETA by the VET Act have been emphasised by all of the interview partners, and VETA recommended to take over its dedicated role.

In line with these expectations it is recommended:

### 1. Establishment of a National Dialogue for a concerted approach in VET

Co-ordination will be needed on the national and regional and district level. On the national level dialogue with (line) Ministries and central bodies, i.e. Trade Unions, Employers Associations etc. on policy level issues will need to be strengthened. This should also include Ministries which are outside the VETA accreditation circle, i.e. Ministry of Higher Education, Science and Technology, etc.

A starting point and milestone can be a national Conference on VET in Tanzania. Many interview partners in the visited Ministries recommended such an exchange. VETA is encouraged to invite to such a national dialogue on skills training provision in Tanzania, which can contribute to embark on a concerted approach on VET and labour market development and employment promotion in Tanzania.

### 2. Strengthening of VETA's co-ordinating Role in the Region

On the Regional and District level much more co-operation among the training providers will be needed to strengthen the implementation of the VET policy. VETA is further encouraged to strengthen its role in the Regions with respect to VT and its linkage to labour market and employment development.

A mapping of the various training institutions with reference to geographical area, outreach, trade, target group and coverage will be an important input for such a co-ordination.

Strengthening the relevance of training and improving the quality of training delivery will remain critical and require specific facilitation and linkage between labour market development, based on regional development options and orientation and VET provision. This calls for a strong co-ordinating body, which will be capable to create links between the different sectoral requirements, interest groups and actors. The body should have the capacity

- to co-ordinate the provision of training
- to provide technical advise and counselling to the centres and providers of training
- to facilitate exchange among the training providers
- to act as a focal point for collecting and disseminating information, necessary for the adaptation and adjustment of training for all training providers (labour market trends, business development, training programmes etc.)
- to facilitate and co-ordinate capacity building in the institutions - where required
- to set quality standards and assure quality performance of training
- to link professionally to the political bodies.

This responsibility has already been assigned to VETA and many aspects are addressed by the authority.

### 3. Capacity building of Training providers

Based on the mapping exercise of the different training institutions and the relevance of the various training providers a competence development programme should be set up. The aim would be to enable training institutions to be finan-



cially sustainable. It is in this context that an initiative should be started to allow capacity building for service providers in their environment. Such a programme should include management training, especially financial and personal management, as well as training in methodology and technical skills. Thus the capacity building programme could assist to develop strategies for sustainable financing of training institutions, including planning of income generating activities, production activities, diversification of sources of income, etc.

#### 4. Harmonising reporting structures and responsibility for VET in the regions

As for now the reporting lines from the regions and the districts to national Ministerial levels are not harmonised and fine tuned to support co-ordination and a common approach. The various players report to and consult different regional and district departments professionally linked to 'their' respective ministry. In case of VET and the FDCs and PPTCs it might even be contradicting and conflicting to act within the same sector, rendering the same services and addressing the same target group, but to report to either the District Executive Director (for FDCs) or the District Education Officer (for PPTCs). This weakens co-operation and district oriented and rooted activities. It calls for fine tuning and co-ordination of ministerial and national activities in VET and their implementation at the district level. VETA has been assigned to take up the responsibility, mainly on regional level though. The authority is recommended to seek for patterns and mechanisms which allow a much stronger district outreach.

VETA is strongly recommended and advised to take over its co-ordinating role and

- To introduce a stable structure of communication between the different actors on the Regional Level.
- To facilitate the introduction of an effective skills training system, which allows to host the different training providers, addressing the various training skills needed for the different target groups - including the informal sector (as for now, training for youth below Standard VII is hardly provided.)
- To facilitate the efficient utilisation of VET provision for skills training needed for the various target groups, based on labour market needs and developments.
- To introduce new skills by including the variety of different training providers in rural and urban area, according to their outreach, capacity and link to target groups.
- To set quality standards of training and secure training
- To develop adequate mechanisms to fine tune and harmonise its two roles as an implementing institution as well as a service provider for the VET sector.
- To develop a system of awarding and financing training provision according to its contribution to the general skills development and labour market contribution in the region.

This will require to strengthen the role of VETA in the Regions and to assist the Regional Boards to fulfil their tasks as laid down in the VET Act.

The new VET policy seeks to introduce a flexible training curriculum, by introducing short term sequences of skills acquisition and modularised standards. It opens way to a much stronger focus on regional and district conditions and development orientations, labour market requirements and pre-conditions, a diversification of

target group interests with different training backgrounds, etc. It also allows for an extension of existing training opportunities. However, it will underline the role of VETA beyond their activities related to the implementation of training. The authority is highly encouraged to face this responsibility.

During all different discussion in the course of the study interview partners in the various line ministries confirmed their expectation to VETA to play and strengthen its facilitating and co-ordinating role.

## 5.2 Folk Development Colleges

The weaknesses and constraints of FDCs have by and large been confirmed. It can be underlined what has been described in previous studies. It can even be stressed further by the general financial pressure in the country.

Among the major constraints, quoted over and over again, were

- poor equipment
- inadequate staffing for their VT activities
- poor ownership both on Communities, Districts and the Ministry level

The colleges severely lack a comprehensive and authentic concept which allows them to place themselves in the sector and within a 'broader network' of service providers. Most of the centres have been turned to VTC and hence fulfil an enormous social role for the unemployed youth and primary school leavers. But still the colleges are straddling between different roles and mandates.

- Are they Vocational Training institutions?  
De facto most of them are, but they miss initial training needs analysis, equipment, staffing, managerial structures, competencies and systems, etc.
- Are they community development centres?  
They are still supposed to play this role, yet they actually show little participation and interest in community activities. Neither is the community involved in the programmes and activities of the FDC. The service the colleges render to the community is strongly pre-set in kind of the service (training) and in content (curricula).

Though some FDCs have tried to diversify their target group orientation and introduced other courses, the approach had by and large not been adjusted nor the concept been re-oriented significantly over the years. Training programmes remain supply oriented in formal pre-employment areas though, and the initial orientation of the FDC have lead to another inflexible concept which is similar supply driven. In addition the link to the communities has not been strengthened and people from around are still hesitant to send their children to the institution.

By and large FDCs have not managed to adjust and re-orient the concept to a demand oriented programme approach serving the and being owned by the

community, but instead follow standardised certificate driven long term pre-employment training approaches, which in itself is under serious review.

We observed that the often to be observed lack of conceptual clarity on demand oriented VET is also to be found among the FDCs, as skills needs are not equally linked to required goods and services in the community.

Recommendation for the FDCs have been brought forward repetitively and almost every interview partner seemed to have his/her own opinion and vision concerning for the reorientation of the colleges. These were already discussed in the TANDEM report in 1996. However, during the discussion with the different stakeholders these opinions and visions have been reconfirmed.

They recommend:

- To close the FDCs down
- To choose and concentrate on a smaller number of FDCs as a national resource for small scale colleges
- To change them into rural development colleges, with staff being centre managers rather than teachers
- To privatise them
- To keep them in the public sector and make them entirely self sustaining
- To reduce the entry age required for trainees and turn the colleges into middle schools
- To develop them into small business training institutions for special target groups and clients (e.g. retired people, retrenched personnel etc.)
- To hand them back to the Adult Education Department under the Ministry of Education and Culture and let them join the number of adult learning centres
- To link them to other existing networks and sector activities (agricultural extension, rural development centres, vocational training etc.)
- To use them as open universities<sup>29</sup>

In seeking the future avenue and direction FDCs, the following should be considered:

- Individual solutions for FDC

FDCs have to find their own niche within the Tanzanian context. The FDCs have not been set as part of the overall system, with clearly identified sector belonging, i.e. development or training. As the TANDEM evaluation puts it: "As long as the FDCs remain colleges aimed at the enhancement of the individual skills, they are unlikely to contribute much to the local village development, most of their students will continue going to towns."<sup>30</sup>

Whatever option is taken, it should allow individual solutions for the single FDCs and avoid a standardised solution for a ((non-)existing cohesive) FDC Community. Community, regional, social, economic preconditions as well as institutional infrastructure in the regions are different and should be accounted for in the orientation of the individual FDC.

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<sup>29</sup> Compare TANDEM Report, p.91

<sup>30</sup> Compare TANDEM Report, p.92

- Utilising existing preconditions and input  
Whatever role the FDCs will develop, it should build on and utilise existing assets in experience, networking, infrastructure. It should further develop the technical and professional specialisation and build on a follow up of the FDCs activities as an entree to the communities.
- Addressing the need of the District  
Whatever way and direction the FDC will go, it should be regarded a training resource in the district. Its concept and utilisation should be discussed on the basis of skills training need and labour market requirements for the regions either as a specific instrument of community based VET or as a District and rural Vocational Training Centre. This might even include the need to close down a college. Orientation, emphasis and scope of activities should be looked at in line with that.
- Individualisation of the colleges  
There is a need to give the single FDC more freedom and independence from the MCDWAC. Programmatic orientation and specialisation on trades, curricula orientation, as well as composition of the Board should include District potentials and answers to community requirements and needs. The given structure and regulations are in danger of tightening the FDCs further to a concept and system which are outgrown and without clear conceptual targets. Accordingly their human capacity and infrastructure should be strengthened and developed. It should allow them to act as a community based service provider, which is financially and organisationally sustainable. Financing structures and strategies, including those for personnel, should be seriously looked at in the course of redesigning the structure and approach of the FDC.

VETA does yet play an important role in the Region in registering the institutions and providing advise where needed and required. The Authority is encouraged to further built on these tasks and facilitate the process of reorienting the programme of the FDCs. This will include the exploration of possibilities with the MCDWAC, on avenues and ways for the individual FDC on the district level.

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