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SCHOOL INSPECTION IN TANZANIA AS A MOTOR FOR EDUCATION QUALITY: CHALLENGES AND POSSIBLE WAY FORWARD

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ABSTRACT

The quest for having quality education has always been the Tanzania dream and can be traced even soon after independence. After independence 1961, Tanzania passed different laws and a number of Acts as to regulate the education in the country, among the laws and Acts passed by the government, the most important one is education Act No 25 of 1978 which led to the establishment of School Inspectorate. Since then, the school inspection was recognized as the legal instrument to be undertaken by selecting education specialists as a strategy to monitor education quality in the country. The purpose of this paper is to illuminate the Tanzanian experience on school inspection as an instrument for quality assurances in the overall process of teaching and learning. Efforts have been made to discuss how effective school inspectorate is supposed to be in order to improve the standards and quality of teaching and learning process in the educational institutions.

Keywords: School inspection, Quality education, Challenges.

Contribution/ Originality

The paper's primary contribution is expected to provide a better understanding to educational policy makers of the real situation in schools as well as reminding the government to allocate enough budget in the sector towards the improvement of the standard and quality of education provision in the country.

1. INTRODUCTION

School inspection is widely considered as an essential instrument for quality education that will aid the nation to compete in the ever-changing world economy. It is the form of evaluation, which involves the measurement, testing, and evaluation of educational activities in school systems for the purpose of improving the standards and quality of education programs offered. (Ololube, 2014). Like in many countries, in Tanzania, education is considered to be a key of life as

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well as a getaway for social and economic development. School inspection is derived from the autocratic management style with the purpose of assessing the work performance of teachers and attitude towards their work (Okumbe, 1999). In many countries, including Tanzania supervision of education is carried out by the inspectorate department. School inspection capacity is the most vital component for teacher's productivities and teacher education as well as performance; however, educational institutions, educators and teachers tend to see inspection as an external imposition and are notably susceptible to reject it when inspectors give too much authority (Wanzare, 2002).

The key purpose of school inspection is to inform the government about the standards and quality, of education provided to the children. For example, Scotland inspectorate department conduct annual inspection in schools for three purposes, i) to report on the effectiveness of education in schools and different education institutions and to offer recommendation for improvement, ii) to evaluate the quality of colleges and iii) to advise to the higher education authorities and make sure that educational initiatives are enforced. (McGlynn and Shalker, 1995).

However, conducting school inspection and dishing out the outcomes cannot really guarantee the satisfaction of the stakeholders with respects to the quality of education provided to young generation, but it depends highly on the well organized and open system of disseminating the outcomes, so that every stakeholder and parent can have a chance of viewing the progress of his or her children. One of the options should be the publication of the inspection findings on the Ministry concerned website where parents and other educational stakeholders can access the information on the successful and failing schools.



Photo-1. show the classroom situation in some primary schools in Tanzania

1.1. The Tanzanian Context

The Tanzania education system is based on the 2-7-4-2-3+ system. 2 years of pre-primary education followed by 7 years of primary education, 4 years of ordinary secondary education (O' level), 2 years of advanced secondary education (A' level) and 3 years of tertiary education or university education, although some major courses require more time. In Tanzania the

responsibility for the education system is vested in the Ministry of Education and Vocational Training (MOeVT) in collaboration with the Ministry of Regional Administration and Local Government (TAMISEMI). Education in Tanzania has been singled out as the most crucial element in bringing about rapid human, social and economic transformation for development and elimination of poverty. The demand for quality education as a strategy to this cause has continued to escalate compelling the inspectorate to become more focused and professional in providing quality assurance services. (URT, 2009). Inspection and supervision have long been and still is a major tool used by the Ministry of Education and Vocational Training (MOeVT) to improve the standards and quality of education with the purpose of enhancing professional support to teachers to improve the quality of teaching and learning at all levels of education.

Tanzania is experiencing fundamental policy changes and reforms in the struggle to bring about sustainability in the education system. These reforms are a manifestation of its commitment to the implementation of Education for All (EFA) of the Jomtie, 1990 and Dakar education forum 2000 by improving academic environment and ensuring effectiveness in the teaching and learning process (URT, 2009). These reforms are guided by the Tanzania Development Vision 2025. This vision accords high priority to education as instrumental in bringing about social-economic transformation in the lives of Tanzanians."The vision, assets that; "education should be treated as a strategic agent for mind-set transformation and for the creation of a well educated nation, sufficiently equipped with the knowledge needed to completely solve the development challenges. (URT, 2009).

1.2. Establishment of School Inspection Division in Tanzania

After independence in 1961 until the present time, the Government efforts are to improve education system through proper education policy, distribution and equalization of educational opportunities through the expansion of systems at all levels. The emphasis is now on the improvement of the quality of education, expansion of education and training opportunities to meet the ever increasing demand of these services (URT, 2008). In this case, the government of Tanzania, passed the education act of 1962 to regulate the provision of education in the country as well as abolished the racial discrimination in the provision of education and streamlined the curriculum, examinations as well as the financing of education to be provided with evenness (Matete, 2009; URT, 2010). Between 1967 to 1978, the government took several steps and enacted several laws in order to improve education. These laws and steps included the inter alia, the education act of 1969 and 1978, the Decentralization programme of 1972; the National examination Act No 21 of 1973 and the Musoma resolution of 1974. The Education Act No 25 of 1978 included the establishment of the school inspectorate unit. (URT, 2009).

The Tanzania Development vision of 2025 envisages the total elimination of poverty by 2025. In this vision education sector is considered to play the decisive role in bringing the social

and economic transformation and for the creation of the well educated nation sufficiently equipped with knowledge highly required to solve an assortment of development challenges that face the nation. Other attributes include; high quality livelihood, peace, stability and unity, good governance, and a well educated and learning society; and competitive economy capable of producing sustainable growth and shared benefits (URT, 2008). The education policy sets the foundation for all activities under the Ministry of education and vocational trainings. The policy was adopted in 1995 and has not changed since then. The policy focuses on the establishment of a school and expansion of education (URT, 2008). The general aim of education and training according to Tanzania education policy is to promote personal development, self-confidence and productive skills that enable every citizen to understand his or her rights. According to the education Act No 25 of 1978, the school inspection should make sure that all schools comply with the education policy and Acts appropriate recommendations should also be provided to school headmaster or headmistress.

1.3 School Inspection-Purposes and Obligations in Tanzania

The purpose is to advise the ministry of education and vocational training on the best way of implementing education policy. In this aim, the inspectors are used as insiders on the part of the ministry of education and as outsiders on the part of the school, to provide expertise on the organizational and curriculum issues by doing the followings:

- To inspect all schools and write a report with the purpose of advising the chief education officer on matters which require decision making for further improvement.
- To inspect, educate and advise owners, managers, school boards or committee and teachers on the best implementation of school development plans.
- To initiate and conduct education, research and disseminate the information for the purpose of improving the teaching standards in schools.
- To act as a link between school, other intuitions and the Ministry of education
- To take part in book writing, book review and production of handouts and articles for various academic subjects
- To pursue personal, professional and academic development
- To conduct in-service trainings for teachers
- To carry out supervisory visits to improve quality of teaching in schools.

From the analysis of these roles, one can say that school inspectors have three major roles. These are: inspection role, advisory role and development role. In the inspection role, the school inspectors play the following activities, i.e. Monitoring, assessing and evaluating the quality of school instruction, school organization and management and school environment.

With regards to an advisory role, the school inspectors are expected to disseminate information on accepted practices and innovation, curriculum implementation and reviews,

identifying training needs and organize programs close to school training (School-based, ward or cluster based) and advice on establishing new schools. As far as development is concerned, the school inspectors shall initiate, encourage and support school projects of the development nature in schools (URT, 2008). Schools inspectors produce various reports and documents besides strategic annual and action plans. The most important ones are; school inspection reports (Summary of findings and recommendations for each school inspected), handbooks and manuals (Handbook for school inspectors 1999) and research and evaluation (For example Report on the students' performance in Mathematics and Science subject for National form two examinations, 2007) (URT, 2010).

1.4 The Structure of the Tanzania Inspectorate Model and Key Player

The Tanzania central inspectorate is a professional wing of the ministry of education and vocational training, whose job is to inspect schools, evaluate teachers and advise the commissioners of education on the best way to implement the national educational policy. The wing is headed by the chief inspector of education who is appointed by the president of the united republic of Tanzania. As it has been indicated beforehand, the prime role of school inspection in Tanzania is to ensure adherence to policies, laws, regulations and standards of education in the school system in Tanzania (URT, 2010). In order to ensure the high quality of education is being delivered and good performance is sustained, there are quite a good number of key players as indicated by this paper in the figure below:

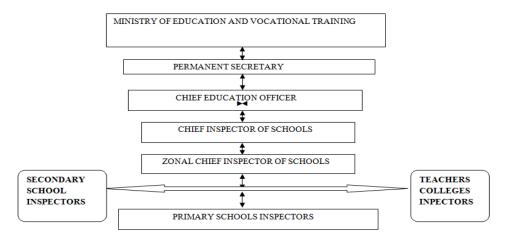


Fig-1. System graph of the organization of the school inspectorate and key players

The Tanzania inspectorate model is divided into subdivisions for primary schools, secondary schools, teacher training and adult education inspectors. The primary and adult education inspectors are organized on the district levels. The inspectors for primary and adult education are

former primary education teachers with at least eight years experience of teaching. The inspectors for secondary and teacher education are organized in a zonal level.

They are specialized in a certain subject and must have had at least eight years of teaching experience in secondary schools. In the same vain, before being appointed, an inspector is obliged to take a three month course on educational management and administration, curriculum development and evaluation and techniques of inspection (Galabawa, 2001). The inspectorate structure in Tanzania is based on specialization function, range of tasks of the individuals, hierarchy of influence and responsibility, and formal rules and regulations. This is an instrument of both the legislature and executive to obtain feedback through investigations and reports on school organizational matters such as discipline, morale, supply and account.

1.5 Supervision to improve Teaching and Learning Process

Can inspectorate unit as used in Tanzania, improve teaching and learning process in the classroom? The available evidence is insufficient, but indicates that, the task of improving teaching and learning cannot be achieved by using a summative inspection procedure which ignores the role of the teacher, headmaster, principal and students. Studies show that, two third of Tanzania standard seven leavers were unable to read, write and understand any connected text of the English language (Galabawa, 2001). Similarly, studies on classroom teaching indicate that, teachers in Tanzania felt constrained to limit the introduction of inquiry or group methods because of overclouded classes and the demand of a vontenladen syllabus (Basic Education Statistics in Tanzania (BEST), 2013). In this study of classroom performance of primary school teachers: it appeared that teachers, in terms of classroom kill, generally seem to fall into the traditional way of teaching where the teacher gossip and pupils listen.

Table-1. Illustrates the Clear Picture of the Form Four Students' performance in their Nation Examinations for the selected past eight years.

Year	No of students examined	% Passed	%Failed
2006	85292	89.1	10.9
2007	15288	90.3	9.7
2008	163855	83.6	16.3
2009	248336	72.5	27.5
2010	441426	50.4	49.60
2011	339330	47.9	52.1
2012	397139	43.8	56.2
2013	397,136	39.3	60.7

Source: Basic Education Statistics in Tanzania (2006-2013)

Despite the use of inspectors, teaching and achievement has not yet improved. One of the reasons is the nature of the education bureaucracy. The school operates differently from other administrative organizations. Teachers are professionals, however, compared to other workers at

the lower level from other bureaucracies are difficult to supervise since they consider themselves experts in their own field. This implies that a mandatory system of supervision, which ignores the expertise of the teacher in school, cannot help to improve the teaching and learning process of the pupils.

The bad news however is that, the pass rate continues to drop year after year, and in 2013 dropped by a significant 5% from last year 2012 underlying core education problems and challenges the education sector in Tanzania faces and mainly for school inspectorate. This implies that, the capacity of inspectorate to assist the government in developing policies and addressing the problem of poor performance is limited (Basic Education Statistics in Tanzania (BEST), 2011).

The school inspection examines all aspects of the school as a place of learning based on the school development plan. The school inspection, for example, of the secondary school is to be conducted for three to five days depending on the size of the school. In zones, school inspection should be done at least once a year. Each school inspector will be expected to inspect at least thirty (30) schools in every financial year. School inspectors for secondary school are required to inspect two subjects of their specialization every year, however, according to school inspectorate, due to adequate personnel, lack of transport, lack of offices and lack of office equipments and housing, a school is inspected once every two years (URT, 2008).

There were 1,112 school inspectors at all levels. However, estimates of requirements of school inspectors are 1,481 meaning that there is a shortage of 369 inspectors or 24.9%.

PII **Institution Categories** NIA 2009/2011 NITI AII Pre-primary Streams 41154 5137 2570 50.0 **Primary Schools** 15727 6763 3406 50.4 Post Primary Vocational 352 151 55 36.4 Post Primary Vocational Centers 115 56 48.7 284 Special Education, School Classes 15500 6187 2588 41.8 **Adult Education Centers** 4102 1664 1258 75.6 **Teacher Training Colleges** 75 77 27 35.1

Table-2. Number of Institutions Inspected in 2009/2011

Source: Basic Education Statistics in Tanzania (BEST) (2011)

Table I shows that 75.6% of the targeted Secondary Schools were inspected while the inspected Teacher Training Colleges were 35.06%. This indicates that there are still very low levels of School inspection in Tanzania.

Keys: NIA: Number of institutions available, **NITI:** Number of institutions targeted for inspection, **AII:** Actual institutions inspected and **PII:** Percentage of institutions inspected.

1.6. The School Inspection Process in Tanzania

The process of inspection in Tanzania requires the inspector to conduct inspections at various earmarked schools. Before carrying out inspection, heads of the schools are to be informed in advance about the inspection whenever possible so that they can make available all necessary information for successful inspection exercise.

1.6.1. During the First Stage

Pre- inspection meeting: The school inspectors meet the school administration for introduction and outlining of the purpose of their inspection visit. The inspectors are briefed by the school administration on the school general status and performance. The school inspectors are required to meet teachers and other staffs. Even students are subjected to inspection regarding attendance, performance and academic development.

1.6.2. During the Second Stage

This is a real inspection stage. At this stage, the inspectors collect data about school management and administration, quality of teaching and learning and also the physical infrastructures of the school. During the inspection, the headmasters of the school usually play the role in facilitating inspection on the matters involving the administration. Teachers also have a role of ensuring that professional due care is adhered to in the course of their work.

1.6.3. Third and Last Stage

The school inspector is to write and deliver a report to the relevant stakeholders. Members of the school board have to be acquainted with the results as well as school owners, i.e. The Permanent Secretary of the Ministry, Education agency, managers and administrators at the zonal, regional and district level. The former handbook for the school inspectors (which is the frame of reference and, the content of the work) is normally used and this has basically been the same for the last ten years. Only minor changes have been made. This means that, the inspection has a rather standardized format regardless of progress and needs and regardless whether certain issues, even stronger important ones related to government policies are more or less complied with by schools (URT, 2008).

2. WHY SCHOOL INSPECTIONS IN TANZANIA?

School inspection is an essential instrument of the government, and in particular of the Ministry of Education, which can use it to ensure that performance in schools is improving. Its impact, however, depends on how it is done, and whether the results are used as a tool to drive improvement of school performance. If inspections are not done effectively, if communication and feedback is lacking, if there is no follow up on recommendations, and if there is no way of

assessing whether inspections deliver or not, then school inspections can be nothing just to waste public resources and time.

Omari (1995) indicates that, education provides a real fundamental base for further education training, work, self education and employment. It creates the capacity to cope with rapid changes in the environment in the period of information and technology expansion, where basic literacy and numeracy skills are becoming absolutely essential for an individual to survive and prosper. Quality education is the central to the human resource capacity of any society. Development of inquiring mind, creativity, analytical and manipulative, investigative skills, appreciation societal values, knowledge, national language and culture, and creation of a strong sense of national identity are all essential components of the educational package (Omari, 1995).

In Tanzania, inspection is the major way in which school data on teaching and learning are collected as well as a way to foster accountability among schools and staffs. The inspectorate unit has a duty also to oversee implementation of curriculum in order to make sure that the education provided to young people meets the societal needs as directed in the Millennium Development Goals' (MDGs) documents and vision 2025 (Matete, 2009). Indeed, school inspectors have the duty to ensure that, schooling is a right based learning strategy that ensures each school meets certain minimum standards. The school inspector should encourage and promote schools to be child friendly, gender sensitive, safe and protective, community engaged, academically effective and health promoting. However, the inspectorate unit in Tanzania does not work properly as the objective of its establishment was intended of monitoring and improvement of education provision accordingly, among other things, lack of capital and qualified school inspectors. Currently, the major parameter highly employed to determine the quality of teaching and learning (quality education) is mainly the students' performance or achievement. It is in this light, this paper has attempted to focus on this topic to examine existing state of the art, possible challenges facing the inspection, and lastly the suggestions on the best way forward.



Photo-2. show the class having no single desk and pupil's sitting on the stone's while following the class session

3. CHALLENGES FACING SCHOOL INSPECTORATE UNIT IN TANZANIA

1. Decision Making Based on Inspectors' Views

The ministry of education and vocational training administrators depends largely on the inspectors as a source of information about breaches of laws and regulations, misuse of public funds, potential heads of schools and teachers' performance. (Katunzi, 2000), assert that, teachers see their inspectors being the agents of bureaucracy to teachers rather than improving the teaching and learning process

2. Insufficient Regular Inspection in Schools

School inspections are done to monitor whether schools adhered to the educational policy aims and objectives, to check whether the schools are in line with curriculum and standards set in order to safeguard the quality. The whole school inspection is supposed to be done once a year. Nevertheless, in the face of limited resources such as offices, housing, transport and more importantly, human resources (skilled personnel), it is then done once in every two years. This has created tremendous impact on students' achievements as so many schools across the countries can never be inspected only in an interval of two years (National Audit Office, 2010).

3. Poor Students Academic Performances

The planning of school inspection in place does not prioritize to address the issue of poor academic progress in schools and the quality of the school tests and examinations prepared by school teachers. There is no analysis conducted concerning this issue, stating that these problems have to be given special attention by the school inspection programme. Besides, there are no guidelines for inspectors on how to handle this matter in more detail; as a result, the poor performance of students is becoming a very common phenomenon year after year in the country.

4. Administrative Techniques and Evaluation

Tanzania inspectorate units depend heavily on the inspector's experience. The query is that experienced inspectors have an insight into learning and teaching process because the years on the job are used as a proxy for expertise to be employed as an inspector. However, since they are members of the bureaucracy, they also have high ego- investment in looking that the recommendations are implemented. They may also be self- involved and protected in the old way of doing things, so much that they are unable to gain fresh insight on the global challenges of teaching and learning process. Therefore, they become a force for preservations and maintenance of the status quo and not an active force towards developing a promising education reform and alterations.

5. Evaluation and Apprising System

The work of inspectors thus involves appraising, reviewing, regulating and controlling the curriculum performance and standards. In this view the quality of teaching is judged in terms of how closely the observable behaviour counterpart, those which have been empirically associated with positive student outcomes. The system has ex-ante standards against which teacher's actual classroom behaviour are compared and weighted. In this evaluation approach, evaluation is viewed as the process designed to determine the merit of a teacher, emphasis is on observing words and behaviours and not on perceptions and understanding, and what is crucial are the stated objectives seized for students. In this regards, teacher feels as playing a subordinate role in the process while the inspector becomes an expert. This situation tends to reduce teacher morale over the process of teaching and learning process.

6. Poor Communication of the Results to Education Stakeholders

The results of school inspection are not effectively and efficiently communicated to various education stakeholders. Parents who are the customers of the education service are not kept informed about the progress of the school, this makes them to have no evidence based claims about the results of their children and hence the school retains its original format of leadership with no new impact to students' achievement. Besides, teachers who are implementing the curriculum set are not informed either with respects to the findings and possible recommendations to be put in place for their self improvement.

7. Lack of Efficiency and Effectiveness

The school inspection directorate is apparently not efficient and effectively addressing the problem of quality education in Tanzania, the analysis done by the authors of this paper revealed various stumbling blocks behind the situation. There is a common saying of the wise man that "No ills exist without their relevant cure", based on this, the paper is strongly suggesting the following as to correct the mistakes and hence stimulate the sustainable education quality in the country and the world at large.

8. Lack of Professional Standards

Other professionals such as doctors and lawyers are not often formally evaluated, but they are accountable to a certain standard as defined by their own professional associations or disciplines for violations of rules and regulations. A similar approach can be employed in Tanzania, where the Tanzania teachers association has recently been established.

4. POLICY RECOMMENDATIONS AS THE BEST WAY FORWARD

- Inspection needs to be designed in a way that it may look into various variables that in one way or another can have an enormous impact to the progress of the students and the school at large. The inspection should be ever organized in a weighty manner to exert the intended impact to the learners. By comprehensiveness of the inspection, this paper means; input, process and output. In many developing countries, including Tanzania, the major focus of the inspection team is output (results). This always makes the inspectors fail to reflect the reasons behind the worrying decline of the yearly output. If the inputs and process had been seriously taken care of, the problem of output could have been definitively resolved.
- The MOeVT officials need to be educated that, summative evaluation through inspection does not appear to improve teaching and learning process and it is not accepted by the teachers. In the same argument, the ministry should apply the clinical supervision which emphasis on collegial analysis of observable data, which seems to have face validity in the teachers' eyes and offers the potential of rising teachers' awareness level.
- The inspectorate units should allow the involvement of other stakeholders and research knowledge from other institutions such as the university of Dodoma, university of Dar es salaam, institute of adult education, examination council and the curriculum development units, these should be involved in educational supervision and improvement to make educational supervision is a continuous process that establishes channels of communication and solicits inputs from representatives.
- The inspectorate unit should be decentralized to the schools rather than the district, zonal and central ministry. If implemented, decentralization of supervision will permit creativity and individual efforts and elimination of training gaps among inspectors. The fact is that, supervisors in schools are cheaper in terms of fiscal resources compared to the present situation which require much travelling and financial resources and increase more expenditure to the ministry.
- The Ministry of education should look into the possibility of making sure that all stakeholders in the society can have free access of the findings of the school inspection. There are various ways to achieve this, but the author proposes the system of publishing the results in the Ministry of Education and Ministry of Regional Administration and Local Government (TAMISEMI) website. This can give a room to the parents and other stakeholders who are the prime customers of the education service to have an evidenced- based decision with regards to their children's education. This in the long run will arouse a sense of competition among schools and hence educational quality can be smoothly guaranteed.

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