

Reflecting on Six Decades of Graduate Educational Leaders' Preparation in Tanzania: Examining Ideologies, Policies, and Practices for Future Educational Policy Direction

Aaron Mkanga Manaseh¹, Moshi Amsi Mislai² & Simon Peter Ngalomba³

¹Faculty of Education, Mkwawa University College of Education-Tanzania

^{2&3}School of Education, University of Dar es Salaam-Tanzania

E-mail¹: manasehaaron@yahoo.com

Abstract

This article examines ideologies, policies, and university practices of educational leaders' preparation in higher learning institutions in Tanzania and proposes an alternative model for educational leaders' preparation. It takes stock of the trajectory of graduate educational leaders' preparation development in Tanzania by situating relevant initiatives in the educational macro-policies and transformations spanning a period of about six decades for possible future educational policy direction. The paper adopted Narrative Literature Review (NLR) as its methodology. NLR method was deemed relevant for generating new knowledge by synthesising present knowledge on a particular topic in a specific setting. The paper proposes a model for the robust preparation of educational leaders in higher learning institutions. The model comprises the following variables: context, input, process, and product/output, which are considered as critical for the preparation of educational leaders.

Keywords: *educational leaders' preparation, higher learning institutions, education policies*

Introduction

The importance of educational leaders' preparation (ELP) need not be overstated. This is because the success of educational institutions depends partly on strong educational leadership which also depends on effective preparation of education leaders. Of recent, ELP in higher learning institutions (HLIs) has become an area of interest in the contemporary educational leadership discourse. Scholars have argued that effective ELP in HLIs depends on, among other things, clear state policies translated into plans and programmes (Pont et al., 2018; Wallace Foundation, 2016). Such policies are vital for determining directions for the design, development, delivery, curricula orientations, and pedagogic practices in the educational leaders' preparation programmes (ELPPs).

In the context of this article, ELP means the process of grooming potential candidates in terms of knowledge, skills, and attitudes required for sound educational leadership capacity. On the other hand, ELPPs involve educational management and administration courses integrated into an undergraduate education degree programme, or Bachelor of Education in educational management and administration streams specifically created by the university to prepare future educational leaders.

Although many studies on ELP in HLIs have been done, most of them have been limited to high-income countries (Johnson & James, 2019). A few extant studies that have focused on African countries and Tanzania, in particular, have mainly addressed comparative analysis of tertiary educational leadership preparation (Ndibalema, 2000), experiences influencing professional development for educational leaders (Moorosi & Bush, 2020), or efficiency models on supervisory roles of educational leaders (Abdalla et al., 2020). However, the contribution of ideology, education policies, and university practices in enhancing graduate ELP in Africa, and Tanzania in particular, has been less examined. This apparent research gap justifies the necessity for this study.

Moreover, available studies and literature on educational leadership conducted in Tanzania, from the 2000s through 2020, confirm that graduate educational leaders attest to a weak leadership capacity which, in part, is ascribable to their preparation (Abdalla et al., 2020; Ndibalema, 2000). The specific objective of this study was to examine ideologies, policies, and university practices of ELP in HLIs in Tanzania to propose an alternative model for ELP. The outcome of the review was to offer important insights into possible future educational policy direction in Tanzania. The article contributes to the higher education literature on the contribution of ideology, policy, and university practices in enhancing graduate ELP which has implications to the leadership capacity of graduate educational leaders. However, it is emphasised that the discourse on ELP in HLIs is debatable, and can be unravelled by situating it within its historical and social struggles.

After this brief introduction, the rest of the paper is organised as follows: a presentation of a theoretical framework underpinning the study; a description of research methods and procedures used in the study; a description of the contemporary global perspectives on ELP in HLIs; the evolution of ELP in HLIs globally; the African contexts for ELP in HLIs; the chronicle of ELP history in Tanzania, before and after independence, along with, an examination of ideologies, policies, and university practices of ELP as a basis for proposing an alternative model for ELP in HLIs in Tanzania; presentation of an alternative model for ELP in Tanzania's HLIs; limitations of the study, and conclusions and recommendations. However, the discussion is demarked to undergraduate ELPPs because it is where a good

number of educational leaders for basic education in Tanzania get their preparation. Moreover, the basic education level overshadows other levels of education in terms of access, government budgetary share, and students' social impact across the education sector in Tanzania (MoEST, 2016).

Theoretical framework

This study was guided by the Professional Socialisation Theory (PST) proposed by Simpson (1967). The central argument of this theory is that “professional socialisation happens in three phases, namely, anticipatory socialisation, formal socialisation, and organisational socialisation” (p. 15). This study focused on the second stage because of its relevance to the study. At this stage, potential educational leaders are socialised through institutional formal preparation and field training. These help them to acquire the specialised knowledge and skills of an intended occupation (educational leadership), necessary for professional development.

According to the PST, contextual factors such as national policies on education, benchmarks for preparation programmes, global best practices, current research, globalisation, and labour market demands may impact negatively or positively the formal socialisation with regard to programmes' content, curriculum design, pedagogy, and modes delivery employed for ELP (Hallinger, 2015). Therefore, analysing ELP in HLIs using the lens of PST as a theoretical framework is important. Variables in terms of context, input, process, and product are pertinent components for shaping the improvement of ELP ideology, policies, and university practices. As an outcome, the quality of preparation, knowledge, skills, experience, and capabilities developed through ELPPs, forms a unique sort of experiences important for sound leadership capacity among future educational leaders.

Research methodology

This article used a narrative literature review to inform its methodology, with a perspective of creating new knowledge through synthesising existent knowledge. A narrative review approach was considered an effective methodology for advancing knowledge because it has the potential of producing novel ideas for a specific research topic in a particular context. It enabled the researchers to discern theoretically relevant context, input, and process with implications for successful ELP in HLIs, and combine these via meta-narratives as an optional plan to study effect size (Snyder, 2019).

Secondary data were considered relevant to analyse and understand the problem of ELP in Tanzania's HLIs from a historical perspective. Truth value that included reflection on researchers' personal views to guarantee neutrality and consistency was ensured. The study employed an applicability strategy that enabled researchers

to reflect on a wider discourse of ELP and the applicability of the results to the Tanzanian context. This involved offering details of ELP contexts and the appraisal of literature conclusions and their context transferability.

The selection of relevant literature for review was informed by the following principles: searching for related literature using keywords like educational leaders' preparation, education policies, higher learning institutions, and evolution of educational leaders' preparation; sourcing information from trusted databases such as Google Scholar, EBSCO, SCOPUS, University of Dar es Salaam Library, BRILL, and Web of Science; delimiting the scope of the literature, this involved: (1) regional representation; in this dimension, literature was drawn from Europe, America, Asia, Australia, and Africa. (2) Language criterion; only literature written in English and Kiswahili were consulted, and (3) Quality aspect; the sampled literature involved peer-reviewed journal papers, books published by reputable publishers, and national educational policies published by governments (Bogdan & Biklen, 2003).

Contemporary global perspectives on educational leaders' preparation in HLIs

Globally, ELP in HLIs has become a topical issue in contemporary debates. Equally, in the global policy discourses, it is surfacing as an important educational policy issue aiming at strengthening the capacity of educational leaders (Wallace Foundation, 2016). The reason behind this predilection is the recognition that the development of educational leaders' knowledge, skills and attitudes is a fundamental component of ELPPs offered in HLIs. HLIs have the potential to grounding strong academic and professional foundations for graduates to develop knowledge of educational leadership theories, philosophies, practice, and propensity essential for sound educational leadership (Pont et al., 2018).

However, for more than a decade now, studies on ELP worldwide, have demonstrated that to attain excellence in ELP in HLIs, national reform efforts on education policies have to ensure that HLIs generate a cadre of graduate educational leaders who are sufficiently groomed to work in the challenging and dynamic educational contexts of the 21st century (Anderson & Reynolds, 2015; Siddiqi et al., 2018; Wallace Foundation, 2016). For example, Siddiqi et al. argue that:

There is a growing need for education policy reform efforts to focus on ensuring improvement in university-based educational leadership preparation to ensure that education and training institutions have a steady supply of skilled and competent leaders who are adequately prepared for the demands of 21st-century educational institutions (p. 2).

Similarly, Anderson and Reynolds note that governments and states in high-income countries are presently revisiting their policies on education to see that HLIs produce graduate educational leaders who are well prepared to navigate those challenges. However, generally, the Wallace Foundation (2016) states that: “Governments, through their education policies, have the authority to play a role in improving ELP, but many are not using this power as effectively as they could” (p. 14). Thus, it is imperative to examine education policies in the context of Tanzania to improve the processes of ELP in HLIs.

Evolution of educational leaders' preparation globally

Globally, the evolution of ELP in HLIs can be ascertained through four chronological epochs, namely: the ideology epoch (pre-1900); the prescriptive epoch (1900-1945); the behavioural science epoch (1946-1985), and the current dialectical epoch (1985 – the present) (Normore & Lahera, 2018). Normore and Lahera note that during the ideology epoch there was no formal preparation of educational leaders globally. ELP was not regarded as an essential component for the successful administration of educational institutions because educational organisations were seen as simple institutions whose running was not considered a job that required specialised knowledge, skills and competencies. As such, teacher education and training that was offered to teacher trainees were regarded adequate for executing educational leadership functions. In this context, a subject teacher appointed to work in an educational institution could learn leadership and administration on the job through trial and error.

Notable development occurred in the prescriptive epoch because educational administration became an important aspect of university studies in education degree programmes. The behavioural science epoch was featured by debates concerning what knowledge base ought to be offered in the ELPPs. Calls were made for HLIs to design pertinent ELPPs to safeguard education systems against ill-prepared education leaders. In response, several educational leadership organisations were instituted to spearhead the improvement process. For example, in the United States, the National Conference of Professors of Educational Administration (NCPED), Cooperative Project in Educational Administration (CPEA), Committee for the Advancement of School Administrators (CASA), and the University Council for Educational Administration (UCEA) were introduced (Normore & Lahera, 2018).

In Europe, non-governmental organisations assembled researchers and educational leaders through the British Educational Leadership, Management, and Administration Society (BELMAS), the European Forum on Educational Administration (EFEA), and the Cyprus Educational Administration Society (CEAS). These organisations emphasised ELP in European HLIs (Thody et al., 2017). However, Thody et al.

further note that:

The most centralised government systems in Europe adopted less preparation of educational leaders and more government involvement in the selection of teachers as educational leaders. The extent of preparation was perceived to matter less in successful educational leadership than the selection of the right people such that educational leaders were concerned about their lack of formal preparation (p. 1).

This implies that in Europe, emphasis was accorded to the appointment of educational leaders over their formal preparation. Similarly, in Asia, educational leaders began as classroom teachers and then they were required to work in two administrative positions before advancing to headship roles (NCEE, 2021). In Australia, Dinham et al. (2011) note that until the 1960s, there was an absence of mandatory ELP, even though aspirant educational leaders studied educational administration courses at the University of New England through distance education.

The current dialectical epoch which began in 1985 to the present, is characterised by several issues: first, critiques of the efficacy of ELPPs offered in HLIs; second, the concern about the leadership capacity of graduates of such programmes; third, debates about how the programmes ought to be redesigned and executed to produce competent educational leaders, and fourth, concerns about the role of national education policies in regulating ELPPs (Anderson & Reynolds, 2015). For example, regarding the fourth concern, Anderson and Reynolds argue that: “Prioritising educational leaders’ preparation requires that states develop knowledge of effective leadership preparation, put in place high leverage policies that support such preparation, and support the evaluation and continuous improvement of preparation programmes” (p. 7).

The African contexts for educational leaders’ preparation in HLIs

In Africa, graduate ELP surfaced when HLIs emerged on the continent. These included the University of Ghana and the University of Ibadan both in 1948, Makerere University in 1949, the Addis Ababa University in 1950, and the University of Zimbabwe in 1952. In East Africa, ELP in HLIs started at Makerere University College of East Africa in Uganda, when Makerere College attained University College status in 1949 under the tutelage of the University College of London. Makerere University College prepared graduate educational leaders for Central, East, and Southern African countries (Teferra, 2013).

Many African countries made concerted efforts to Africanise their universities in the 1960s, following their political independence. However, graduate ELP in

African HLIs, and Tanzania, in particular, continued to preserve the colonial model. Like many colonial education policies in Africa, a good number of governments in Africa have been espousing education policies accentuating the appointment of educational leaders based on teaching qualification and teaching experience rather than policies on their preparation (World Bank, 2019). For example, education policy provisions in South Africa are tardily embracing the notion that educational leadership is a specialised career that calls for specific preparation for sound leadership capacity. As a result, educational leaders are selected based on teaching qualifications and experience (Bush & Clover, 2016). Similarly, in Nigeria, the education policy of 2013 states that:

Efforts towards improving the quality of education at all levels shall include the appointment and retention of academically and professionally qualified teachers as Heads of education institutions, and putting in place a coherent national framework for teacher preparation and professional teaching standards (NERDC, 2013, p. 29).

This implies that ELP has not been given attention in the Nigerian education policy and that a teaching qualification is regarded as an important and adequate requirement for posts in educational leadership. Yet, there is evidence that a teaching qualification is inadequate for successful educational leadership because the “skill set of the strong teacher and the strong educational leader is not necessarily the same” (Berry, 2018, p. 2). In other words, leadership and teaching are discrete knowledge sets.

Educational leaders' preparation in Tanzania

The history of the preparation of graduate educational leaders in Tanzania can be shadowed before independence, and in the course of ongoing educational policy reforms that transpired after independence to date.

Educational leaders' preparation during the colonial period (pre-1961)

The British regime (1919 to 1961) is considered as it just preceded sovereign Tanzania. In terms of policy, the British policy on education did not underscore formal ELP because the functions of educational leaders were regarded as “constituting primarily superintending school routine activities that were mainly non-professional and secretarial in nature”. Thus, a qualification in teacher education was viewed as adequate for educational leadership posts (Tabetah, 1982, p. 32). However, to what extent was this thinking grounded? As mentioned elsewhere in this paper, graduate ELP in Tanganyika began at Makerere University College of East Africa in Uganda in 1949 because, before independence, Tanganyika did not have a higher learning institution. Explaining the way educational leaders were prepared

at Makerere, Mmari (1982) states that:

At Makerere, prospective educational leaders pursued either Bachelor of Arts or Bachelor of Science degree programme for two years and then spent an extra year learning pedagogy that led to a Diploma in Education award in addition to a Bachelor of Arts or Bachelor of Science degree. In that Diploma in education course, future educational leaders studied two courses related to educational administration namely, School Organisation and Educational Administration, and went for two-month teaching practice (pp. 128-129).

The excerpt above shows that through this programme design, graduate educational leaders were for the most part prepared as classroom teachers.

Educational leaders' preparation after independence (1961-to date)

After independence, the ideology and practices of ELP in many Sub-Saharan African countries, of which Tanzania is among, were a reflection with little or no modification of the ideology, education policies, and practices of their former colonial hegemony. If there was to be any significant difference, this could have been boldly articulated in their national education policies expected to shape, reshape and guide practices in ELP in HLIs (UNESCO, 2016). For purpose of clarity, the trajectory of ELP after independence is divided into six periods that reflect six decades of graduate educational leaders' preparation development in Tanzania from 1961 to 2020 as follows:

From 1961 to 1970

In the 1960s, Tanzania's government introduced and passed various education policies, acts, and plans including the Education Ordinance of 1961; the Education Act of 1962 that annulled the Education Ordinance of 1927; the 1961-1963 First Three-Year Plan; the 1964-1969 First Five-Year Plan, and the 1969-1974 Second Five-Year Plan that was legalised by the Education for Self-Reliance Policy of 1967 and the Education Act of 1969 (Galabawa, 1990). Despite these commendable efforts, an analysis of these policies indicates that they did not address issues on ELP. This implies that ELP was not attended to, in the early national stages of education development and education policy reform efforts.

A critical shortage of skilled graduate manpower in the 1960s compelled the government to establish an affiliate College of the University of East Africa in Dar es Salaam. This college became an independent National University in 1970, known as the University of Dar es Salaam (UDSM). Later in 1964, the Department of Education (DoE) was established in the then Faculty of Arts and Social Sciences

(FASS) of the University College, Dar es Salaam (UCD). The Department was mandated to train graduate teachers for secondary and teacher training colleges; teachers who would also become leaders in various educational and training institutions in Tanzania (Mmari, 1982). The introduction of the DoE at the UCD marked the beginning of graduate ELP in Tanzania. However, Mmari observes that:

The Department of Education adopted the replica for preparation of educational leaders used at the Makerere University College of East Africa, a model that was guided by an ideology that a person prepared as a classroom teacher, having studied one or a few courses in educational management and administration, would, as well, satisfy for educational leadership positions in the nation's education sector (p. 128).

Yet, in practice, this ideological design seemed inadequate for the successful leadership of educational institutions because evidence from available literature indicates that graduate teachers who were appointed directly to administrative posts as education officers, heads of school, and college principals immediately after graduation, "felt that they were not prepared for the job" (Mmari, 1982, p. 129).

Based on this colonial design, Mmari further notes that graduate ELP in the DoE was accomplished through one module titled: 'School organisation and educational administration' under a course called Education 4 (Contemporary problems of education in East Africa). This course was embedded in the education degree programmes that had teaching practice sessions in which candidates were deprived of practicum directly related to the core functions of an educational leader. This practice has dominated ELP in HLIs in Tanzania for more than 50 years since independence. Incremental changes were evident in the course titles, and the number of educational management and administration courses, many of which were designed as "electives" for the majority of education students. Regarding this colonial dogma, Nyerere (1967) debated that:

The independent state of Tanzania inherited a system of education that was in many aspects both inadequate and inappropriate for the new state; it was, however, its inadequacy which was most immediately obvious after independence, the preparation of educational leaders in higher learning institutions being no exception (p. 19).

In this regard, one may argue that the education degree programmes, in which educational administration courses were embedded, were mainly designed to train classroom teachers, but not proficient future educational leaders.

From 1970 to 1980

In the 1970s, the Education for Self Reliance Policy of 1967, the 1969-1974 Second Five-Year Plan, the Decentralisation Policy of 1972, the Musoma Resolution Policy of 1974, and the Education Act No. 25 of 1978 which annulled the Education Act of 1969 proceeded to direct the planning of higher education (MoEC, 1995). Yet, regarding ELP, these policies remained quiet.

Another important initiative was the establishment of the Institute of Management Training for Educational Personnel (MANTEP) in 1978 to conduct regular and systematic training for different categories of educational administrators in the education sector. However, the institute was limited to providing in-service training to educational leaders to strengthen their leadership capacity (MoEVT, 2009).

In November 1980, the Makweta Commission was formed and tasked to review the system of education and provide recommendations toward the year 2000. The report recognised the need for providing a special preparation programme to teachers who would bear special occupations in the education sector, such as educational leadership. However, it culminated in recommending that “educational leaders and supervisors should be given leadership and management training according to the positions they are appointed to hold” (NMoE, 1982, p. 230). This implies that the Presidential Commission did not call the attention of the government to ELP as it only underscored their in-service training.

From 1980 to 1990

Moreover, the Western neoliberal thinking and the Structural Adjustment Programmes of the 1980s influenced the government to formulate the National Task Force (NTF) on Education in 1990. The NTF was tasked to re-examine the education system’s problems acquired from the past and propose an education system appropriate for the 21st century (MoEC, 1995). The Task Force gave two pertinent recommendations:

First, to formulate a new Education and Training Policy to repeal the Education for Self Reliance Policy of 1967, and second, to strengthen the preparation capacity of the then, Department of Educational Planning and Administration of the University of Dar es Salaam to enable the Department to initiate fully-fledged undergraduate degree programmes for educational leaders preparation (MoEC, 1993, p. 122).

Possibly, if these recommendations had been successfully implemented, they would have had important implications for ELP in HLIs.

From 1990 to 2000

In 1995, the government responded to the proposition of the NTF by issuing the Education and Training Policy of 1995 which was enforced by the 1995 Education (Amendment) Act No. 10 (MoEC, 1995). Regarding educational leaders, this policy declared that:

All educational managers at national, regional, district and post-primary formal education and training institutions shall have a university degree, professional training in education and management from a recognised institution, as well as appropriate experience (p. 29).

Despite its commendable effort to discern the contribution of a university degree in heightening the capacity of educational leaders in the country, the policy emphasised more on the programme's outcome (a university degree). It failed to articulate important matters regarding ELP at the university level such as kinds of preparation contexts, inputs, and processes worth for effective and successful ELP in HLIs. Moreover, the policy also failed to ascertain the institution responsible for the provision of professional training in educational management, and whether such training was mandatory. Arguably, the policy lacked national aspirations on how educational leaders ought to be prepared in HLIs.

The Higher Education Accreditation Council (HEAC) was formulated in 1995 and was legalised by the 1995 Education (Amendment) Act No. 10 to govern the expansion of higher education (MoEC, 1995). Moreover, in 1999, the National Higher Education Policy was introduced to establish a comprehensive national policy context for the provision of higher education (MoSTHE, 1999). However, even though the Policy questioned the relevance and the inadequate skills base of various programmes offered in HLIs due to the absence of coordination, this policy and the HEAC failed to offer critical directions for ELP in HLIs.

Despite the call by the NTF for universities to introduce fully-fledged undergraduate degree programmes for ELP, a good number of universities established in the 2000s, adopted and duplicated programmes for ELP from the older UDSM (Ishumi, 2009). Mainly, this resulted in ELP in many universities being accomplished through one or a few educational management and administration courses embedded in the teacher education degree programmes.

In these programmes, a good number of educational management and administration courses were designated as 'options' for a large population of education students. Again, teaching practice was provided as the sole practical component given to future educational leaders. An exception was in the Bachelor of Education in Commerce

(B.Ed. Com) introduced at the UDSM and University of Dodoma (UDOM) in the 2000s. In the B.Ed. Com programme, students took a relatively reasonable number of educational management and administration courses. However, still, students in these programmes were denied practical training related to the key functions of an ideal educational leader (UDOM, 2007).

This implies that the majority of potential educational leaders produced from these programmes, not only had a limited knowledge base on educational leadership but also were deprived of practicum allied to the core functions of an educational leader.

From 2000 to 2010

Furthermore, the UDOM formally founded in March 2007, responded to the recommendation of the NTF by introducing two Bachelor of Education streams for ELP. These are Bachelor of Education in Policy Planning and Management (B.Ed. PPM) and Bachelor of Education in Administration and Management (B.Ed. ADMAN). Despite this commendable initiative, these programmes did not integrate a field training component allied to the core educational leadership business. Rather candidates in these programmes are exclusively engaged in teaching practice during their practicum (UDOM, 2021).

Another initiative was the founding of the Agency for the Development of Educational Management (ADEM) in 2001, formally known as MANTEP. ADEM was established under the Executive Agencies Act No. 30 of 1997, as revised in 2009 from the former MANTEP. ADEM is mandated to conduct, among other things, quality, competence-based demand-driven training in educational leadership and school quality assurance to different educational leadership stakeholders. However, as of current, ADEM does not have programmes for ELP at a degree level. Rather, it offers ELP at the certificate and diploma levels (ADEM, 2019).

Despite the belief that ADEM plays a role in bridging knowledge and skills gaps to in-service educational leaders in Tanzania, its services have been criticised for being ad-hoc, inequitably accessible, and unsustainable; therefore, limited in their positive impact on the professional development of practising educational leaders (MoEVT, 2014a).

In 2005, the Tanzania Commission for Universities (TCU) was established under the Universities Act No. 7 of 2005 to replace the former HEAC. TCU is granted legal powers to regulate the provision of higher education through advisory, supportive, and regulatory functions. However, in performing its regulatory role, available evidence shows that TCU has not established programme-level standards for ELP in universities, besides the general guidelines for university education provision in Tanzania (TCU, 2019).

This suggests that the lack of benchmarks established specifically for addressing matters on ELP seems to be a result of lack of national policy directions for effective ELP in HLIs. It can be argued that to have a positive impact on ELP in HLIs, the education and training policy should set directions for successful ELP. Such directions would be translated into programme-level standards by TCU as reference points for programme designers.

From 2010 to 2020

The current Education and Training Policy (ETP) was formulated in 2014, and officially annulled the ETP of 1995, the Vocational Education and Training policy (VETP) of 1996, the National Higher Education Policy of 1999, and the Information and Communication Technology (ICT) Policy for Basic Education of 2007. Under its goal: “To have productive and accountable leadership, supervision, and administration in the education and training sector”, the 2014 ETP declares in its policy No. 3.5.2, that:

The government shall set up a procedure for the appointment and recognition of supervisors for the implementation of the education and training policy at regional, district, ward, college, and school levels so that they acquire special status in the service (MoEVT, 2014b, p. 50).

This policy verdict seems to be based on the ideology that having a procedure for appointment, recognition, and giving educational leaders status in the service is adequate for productive leadership in the education sector. However, the extent to which this belief is supported by research is not clear. Studies have established that successful and productive leadership and supervision of education and training institutions depend, in part, on effective ELP (Pont et al., 2018). Thus, similar to the past education policies, the present ETP lacks directions for ELP, central to successful leadership in the education sector.

As a means of implementing the new ETP, the Ministry of Education, Science and Technology, released a policy decree in 2016, that when interpreted together with the 2014 Education Circular No. 3, states:

All educational leaders at post-primary formal education and training institutions shall have at least a university degree in education. In particular, a teacher to be appointed as Head of school must have a Bachelor's degree in education and classroom teaching experience of not less than seven years and have enabled students to pass at a satisfactory level (MoEVT, 2014c, pp. 3-4; MoEST, 2016, p. 2).

This policy still reproduces the discourses of the 1970s, 1980s, 1990s, and 2000s, which emphasise that a university degree in education is sufficient in beefing up the leadership capacity of these leaders (MoEVT, 2014b). However, the extent to which a university degree in education is adequate for preparing proficient future educational leaders is questionable as argued by Bush (2008) who affirms that:

Being prepared for a very different job of classroom teaching could not be appropriate for future educational leaders. If this model was followed in other careers; surgeons, for example, would be trained as nurses and pilots as flight attendants, while competence as a teacher is necessary for educational leaders, it is certainly not sufficient (p. 29).

The quote above suggests an urgent need to have an alternative model for ELP in Tanzania's HLIs from which a good number of potential educational leaders are anticipated to get their preparation. In the following section, we are proposing a model for guiding the designing and implementation of viable ELPPs in Tanzania's HLIs.

An alternative model for ELP in HLIs in Tanzania

Given the state of affairs, as highlighted in the preceding sections, an alternative model for ELP in HLIs in Tanzania is proposed based on the following: First, a critical review of literature from both global and local contexts; second, strengths and deficiencies of the current modality for graduate ELP in HLIs in Tanzania, and third, best practices from other countries. The model is created in four unified components embedded in the Context, Input, Process, and Product (CIPP) prototype by Stufflebeam (2000). The development of this model was informed by the works of Cosner (2018), Davis and Darling-Hammond (2012), and Stufflebeam (2000).

The proposed model aims to provide a rational and analytic basis for ELPPs design and evaluation. However, models created based on the CIPP prototype are criticised for their assumption that the most effective decisions are those based on punctual feedback because in real operational contexts, obtaining punctual feedback is challenging (Ghazali, 2015). Yet, they are considered useful for guiding systematically the design, implementation and evaluation of ELPPs. As such, the proposed model may assist decision-makers and programme designers to answer critical questions for the development and evaluation of ELPPs. Figure 1 presents the model.

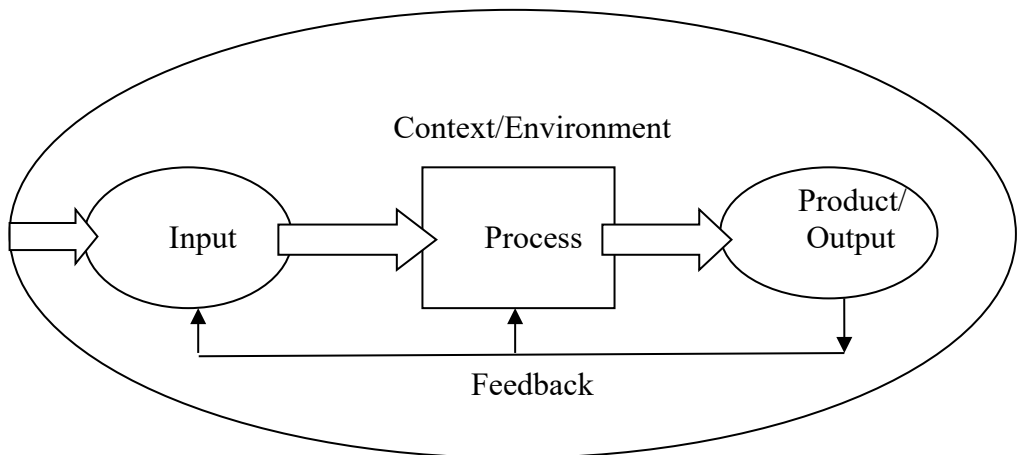


Figure 1: Alternative Model for Educational Leaders' Preparation in Tanzania's HLIs

Source: Adapted from Stufflebeam (2000), with insights from Cosner (2018) and Davis and Darling-Hammond (2012).

Drawing from Figure 1, we argue that successful ELP frameworks have to take a contextual view in generating sustainable solutions to ELP challenges. Based on contextual view, policy decision-makers and programme designers may pose the following question: What should we do in the present context? (Stufflebeam, 2000). The context aspect in the context of this paper involves gathering and analysing needs assessment information to capture more current global and local realities of ELP. This may include analysing global and national policies on ELPs; current research both international and local on ELP; global best practices on ELP, and current labour market needs (Hallinger, 2015). This context dimension enlightens decision-makers, educational policymakers, programme designers, and practitioners to realise the kind of support both at the national and university levels required to promote successfully ELP in Tanzania's universities.

The input component may trigger a question by decision-makers and programme designers as follows: How should we do it? Or in other words, how should it be done? This step involves deciding the nature and quality of programme design, strategy, and resources required to attain expected and desired programme goals (Stufflebeam, 2000). This step may involve the identification of successful global ELPPs and strategies employed in their execution. Input components cited by scholars as imperative for successful ELP at the undergraduate level include Bachelor's degree programmes designed specifically to prepare educational leaders; curricula content based on current research and labour market demands; strong partnerships between universities and the industry (employers); clinically rich field training (practicum) closely linked to the core educational leadership

functions; qualified lecturers/professors with educational leadership experience; quality candidates with leadership calibre, and sustainable financing machinery to support ELPPs (Johnson & James, 2019).

The process phase is the heart of the preparation endeavour because many resources and time are utilised. It enables decision-makers and programme designers to answer the third question: Is the programme well executed? The process stage allows programme designers and implementers to analyse the implementation of plans and strategies necessary for determining programmes' products. As such, it calls for continuous tracking, initiating changes, and making the necessary omissions and inclusions (Stufflebeam, 2000). Process components regarded as critical for successful ELPPs include the use of learner-centred pedagogy; adoption of mixed modes of programmes delivery such as face-to-face, out-reach, online, and by distance; using rigorous candidates' screening and admission criteria; employing coaches and mentors identified as exemplary and successful educational leaders during field training, and using students' cohorts to offer an enriched collegiate learning environment (Cosner, 2018).

The product phase triggers the following question by decision-makers and programme designers: Is the programme succeeding? The answer to this question is obtained by comparing actual outcomes to the expected outcomes, thus, enabling decision-makers and programme designers to decide whether the programme has to be rectified, continued, or declined. The product phase, thus, serves to provide feedback on well and poorly-accomplished plans and initiatives (Stufflebeam, 2000). The anticipated programme outcome of a well-executed ELPP includes quality, adequate, and successful ELP in HLIs; adequately and appropriately trained educational leaders; competent graduates with the requisite capability to lead more prosperous educational institutions, and improved management and leadership practices in education and training institutions.

Conclusions and recommendations

Through a trajectory of graduate ELP development in Tanzania spanning a period of about six decades, this article has examined ideologies, policies, and university practices of ELP in HLIs in Tanzania. Concerning ideology, the analysis has shown that the assumption in Tanzania education institutions seems to be that preparing an educational leader as a classroom teacher is enough for productive leadership of educational and training institutions. In terms of policy, it has been found that since independence to date, ELP has received less attention in Tanzania's national education policy discourses despite the fact that graduate educational leaders attest to a questionable leadership capacity. Practically, universities' ELP practices in Tanzania seem to have largely preserved a colonial model for ELP. A strong case has

been made that the present modality of preparing educational leaders in Tanzania's HLIs hinders HLIs from grooming competent future educational leaders. Thus, an alternative model has been advocated in this paper to redress the current modality. It is, therefore, recommended that the leadership of the Ministry responsible for education in Tanzania, and universities, should be willing to leverage ideologies, policies, and practices of ELP that have been inherited from the colonial education system, in favour of more current considerations as depicted in the proposed model. Furthermore, there is an urgent need for re-orienting the national education and training policy, the TCU guidelines and standards for university education in Tanzania to address ELP issues. Finally, there is a need for HLIs to retool their ELPPs to ensure that they are more responsive to their presumed role of preparing proficient prospective educational leaders.

Further research

This study focused on undergraduate degree programmes for ELP in Tanzania. Future studies focusing on other levels are recommended. Also, since the current study was based on a literature review, it recommends for future studies that employ empirical methodology to establish the influence of ideology, education policies, and practices on the adequacy of preparation of educational leaders in HLIs.

References

- Abdalla, M., Mwingi, M., Nicholas, W., Okoko, J., & Webber, C. (2020). School leadership preparation in Tanzania. In P. Moorosi & T. Bush (Eds.), *Preparation and development of school leaders in Africa* (pp. 111-130). Bloomsbury Publishing.
- Agency for Development of Educational Management (ADEM). (2019). *Prospectus for the 2019-2020 Academic Year*. ADEM.
- Anderson, E., & Reynolds, A. L. (2015). *Research-based policy for principal preparation programme approval and licensure*. <http://www.3f17112qoj4l3y6ep2tqpwra>.
- Berry, J. (2018). Do good teachers make effective school leaders? <https://www.edcentral.uk/expert> – (accessed 2 December 2021)
- Bogdan, R. C., & Biklen, S. K. (2003). *Qualitative research for education: An introduction to theories and methods*. Allyn & Bacon.
- Bush, T. (2008). *Leadership and management development in education*. SAGE Publications.

- Bush, T., & Glover, D. (2016). School leadership and management in South Africa: Findings from a systematic literature review. *International Journal of Educational Management*, 30(11), 211-231.
- Cosner, S. (2018). What makes a leadership preparation programme exemplary? *Journal of Research on Leadership Education*, 14(1), 98-115.
- Davis, S. H., & Darling-Hammond, L. (2012). Innovative principal preparation programmes: What works and how we know. *Planning and changing*, 43(2), 25-45.
- Dinham, S., Anderson, M., Caldwell, B., & Weldon, P. (2011). Breakthrough in school leadership development in Australia. *School Leadership and Management*, 31(2), 139-154.
- Galabawa, J. C. J. (1990). *Implementing educational policies in Tanzania*. The World Bank.
- Hallinger, P. (2015). The emergence of school leadership development in an era of globalisation: 1980-2000. In P. Hallinger (Eds.), *Reshaping the landscape of school leadership development: A global perspective* (pp. 1-23). Swets and Zeitlinger.
- Ishumi, A. G. (2009, May 26). *Preparation of education professionals: past, present, and future direction*. [Paper presentation]. The launching of the School of Education, University of Dar es Salaam, Dar es Salaam, Tanzania.
- Johnson, A., & James, S. (2019). Principal and professor perspectives on principal preparation, programme redesign, and educational planning. *Educational Planning*, 25(3), 19-30.
- Ministry of Education and Culture (MoEC), (1993). *Tanzania education system for the 21st century: Report of a task force*. MoEC.
- MoEC, (1995). *Education and training policy*. Adult Education Press.
- Ministry of Education and Vocational Training (MoEVT), (2009). *Performance report on child rights convention project conducted at ADEM-Bagamoyo, June 2008-May 2009*. The United Republic of Tanzania.
- MoEVT, (2014a). *Enhancing teacher education for bridging the education quality gap in Africa: The case of Tanzania*. UNESCO.
- MoEVT, (2014b). *Sera ya elimu na mafunzo*. United Republic of Tanzania.
- MoEVT, (2014c). *Waraka wa watumishi wa serikali na. 3 kuhusu mishara na posho ya madaraka kwa viongozi wa elimu*. United Republic of Tanzania.

- Ministry of Education, Science and Technology (MoEST), (2016). *Sifa zinazotakiwa kuzingatiwa katika uteuzi wa viongozi wa elimu*. The United Republic of Tanzania.
- Ministry of Science, Technology and Higher Education (MoSTHE), (1999). *The national higher education policy*. The United Republic of Tanzania.
- Mmari, R. R. V. (1982). Teacher training in Tanzania. In H. Hinzen and V. H. I. Lindsdorfer (Eds.), *Education for liberation and development: The Tanzanian experience* (pp. 119-13). Evans Brothers Limited.
- Moorosi, P., & Bush, T. (2020). *Preparation and development of school leaders in Africa*. Bloomsbury Publishing.
- National Centre on Education and the Economy (NCEE), (2021). *Principal recruitment, preparation and development*. <https://www.ncee.org/country/singapore/>
- National Ministry of Education (NMoE), (1982). *Mfumo wa elimu ya Tanzania 1981-2000: Ripoti ya mapendekezo ya tume ya rais ya elimu*. The United Republic of Tanzania.
- Ndibalema, R. A. (2000). *Tertiary education leadership programmes in Tanzania and New Zealand: Higher education for social development*, [Doctoral thesis, Massey University]. Massey Documents by Type. <https://mro.massey.ac.nz/>
- Nigeria Educational Research and Development Council (NERDC), (2013). *National policy on education*. NERDC.
- Normore, A. H., & Lahera, A. I. (2018). The evolution of educational leadership preparation programmes. *Journal of Educational Administration and History*, 13(2), 27-42.
- Nyerere, J. K. (1967). *Education for self-Reliance*. Ministry of Information.
- Pont, B., Nusche, D., & Moorman, H. (2018). *Improving school leadership: Policy and practice*. OECD.
- Siddiqi, J., Sims, P. C., & Goff, A. L. (2018). *Meaningful partnerships: Lessons from two innovative principal preparation programmes*. The Hunt Institute.
- Simpson, I. H. (1967). Patterns of socialization into professions: The case of student nurses. *Sociological Inquiry*, 37(1), 47-54.
- Snyder, H. (2019). Literature review as a research methodology: An overview and guidelines. *Journal of Business Research*, 104(5), 333-339.

- Stufflebeam, D. L. (2000). The CIPP model for evaluation. In D. L. Stufflebeam, G. F. Madaus & T. Kellaghan (Eds.), *Evaluation models* (pp. 122-164). Kluwer Academic Publishers.
- Tabetah, J. A. (1982). *The effects of post-independence reform policy on public education in Africa: The case of Tanzania* [Doctoral dissertation, Virginia Tech]. Virginia Tech Electronic Theses and Dissertations. <https://vtechworks.lib.vt.edu/bitstream/handle/>
- TCU, (2019). *Handbook for standards and guidelines for university education in Tanzania*. TCU.
- Teferra, D. (2003). *African higher education: An international reference handbook*. University Press.
- Thody, A., Papanou, Z., Johansson, O., & Pashiardis, P. (2017). School principal preparation in Europe. *International Journal of Educational Management*, 21(1), 37- 53.
- United Nations Educational, Scientific and Cultural Organization (UNESCO), (2016). *Leading better learning: School leadership and quality in the education 2030 agenda*. UNESCO.
- University of Dodoma (UDOM), (2007). *Undergraduate prospectus for the 2007/2008 Academic Year*. UDOM.
- UDOM, (2021). *Undergraduate prospectus for the 2021/2022 Academic Year*. UDOM.
- Wallace Foundation, (2016). *Improving university principal preparation programmes: Five themes from the field*. The Wallace Foundation.
- World Bank, (2019). *Recruiting, retaining and retraining secondary school teachers and principals in sub-Saharan Africa*. The World Bank.