Conceptions of Sustainability of Open Schools in Offering Quality Secondary Education in Tanzania

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Abstract

This paper examines the conceptions of sustainability of open schools in offering quality secondary education to complement the conventional education system in Tanzania. Data were collected through interviews with 35 participants who comprised 20 adult learners, five open school co-ordinators and 10 facilitators who were purposively selected. Data were thematically analysed. The findings indicate that, limited learner support services were a major impediment for the sustainability of open secondary schools in offering quality secondary education. Further, lack of qualified facilitators, library facilities, study centres, academic guidance and counselling services have adversely affected the learners' academic performance in open schools. The paper recommends that open schools must invest substantively in robust and facilitative learner-support services for learners who are unable to obtain secondary education in conventional secondary schools.

Keywords: adults, learner-support services, open schools, quality secondary education, youth

Introduction

Access to basic education is a central and universal concern of all nations regardless of one's family background, gender, religion, race or geographic location. This concern is even much more pronounced in developing countries, particularly in resource-poor African countries. In Tanzania, a significant progress has been made in relation to enrollment in basic education (Pezzulo et. al., 2022) especially after the implementation of fee-free education policy since 2016. However, this unprecedented increment does not match with the current expansion of the secondary education sub-sector. As it is the case in most Sub-Saharan African countries, Tanzania showed great achievements in enrolment of basic education, yet the out-of-school rates are

still very high, with 6.7 million among children, adolescents and youth of primary and secondary school age being out-of-school (UNESCO, 2019). In particular, the transition from primary to secondary education is not fully guaranteed, with girls lagging behind boys. This is because of limited spaces available in secondary schools compounded by limited public spending on such education. Additionally, there are mature adults who for various reasons, had dropped out of the education system and, hence, had failed to access or complete secondary education (UNESCO, 2019). This dire situation created a huge demand for secondary education and changed the government's focus on improving access to secondary education. In response, some individuals and private institutions established tuition centres for providing secondary education through non-formal system. In consequence, Tanzania experienced a mushrooming of largely uncoordinated and unregulated centres purporting to offer quality secondary education in form of open schools. Such an environment may suggest that the availability of teaching and learning facilities, teachers, teaching and learning processes and even the learners' academic performance, which constitute and determine the quality aspect in offering education would also be at stake.

It is significant to highlight that the government issued guidelines on registering and managing these open schools (URT, 2013). These guidelines aimed to harmonise the operations of open schools, whether publicly or privately owned, while maintaining quality of education offered. Currently, there are 547 registered open secondary schools in the country (Institute of Adult Education [IAE], 2020). Open schools play a significant role in widening access to secondary education for out-of-school youth and adults particularly those who have been excluded from the conventional education system. However, open schools attract criticism from many educational stakeholders regarding their capability to sustainably complement conventional secondary education in offering quality education. Since their inception, the performance of adult learners in the National Form Four Examinations as one of the key determinants of quality education in open schools has been questionable (URT, 2020). This poor performance has raised a number of questions, for instance: What is the state of learner support services in such open schools? What are learners' conceptions of the state of learner support services in these open schools? This paper addresses these questions in the course of establishing the sustainability of open secondary schools in offering quality secondary education. The questions are centred on the learner support services as they determine adult learners' academic performance, while constituting quality education in open schools. Ideally, as contended by Lee (2015), for an open school to function effectively, it needs to have a strong learner support services built within the system. Despite the fact that learners studying through this system are supposed to direct their own studies for

most of the time, there is enough evidence to indicate that not every learner has the capacity to study independently and direct their own studies (Morris, 2019). Most of them need support of one form or another. According to Robinson and Persky (2020), a range of support services including good quality and experienced facilitators in open schools, appropriate teaching and learning materials, enabling environment for guiding learners through their learning process and guidance coupled with counselling services have a potential of promoting academic performance and eventually determining quality of education offered.

Categories of open schools

Open secondary schools refer to non-formal set-ups designed to offer secondary education to out-of-school youth and adults who had, for various reasons, failed to progress in their education pursuits via the conventional route. Strategically, open schools aim to bridge the gaps in education provision normally caused by various socio-economic factors that close the formal education opportunities for these candidates. Rumble and Koul (2007) classify open schools in three categories. The first category is distance education open schools, whereby learners and their facilitators are physically separated. In this category, learners spend most of their time studying the self-instructional materials. The second category is evening classes open schools, where learners attend tutorial classes in the evening. However, in this category there are some open schools that function in the morning or afternoon, depending on the time and space available. Lastly, e-learning open schools, whereby learning is through information and communication technology such as online classes. Of these three classifications, open schooling through evening classes is the most common mode in the context of Tanzania and it serves various categories of learners such as youth, young adults and mature adults (URT, 2013). These learners have diverse educational backgrounds such as primary school leavers, drop-outs, failures of secondary education and those who never attended secondary school. This diversity poses challenges to their teaching and learning processes.

Features of open schools

As noted by Commonwealth of Learning [COL] (2010), there are key features qualifying open schools to successfully complement the conventional schooling system in offering quality secondary education. The first feature is flexibility, which addresses concerns related to issues such as what to study, where to study, when to take examinations, and how long to study. Implicitly, learners who attend open schools usually have more choices in their education than those who attend conventional schools which are generally more rigid in structure. The second feature is cost effectiveness, which implies that the system should be structured in

such a way that learners can afford to pay for their education since most of them enrol voluntarily. Third, open schools ought to encourage lifelong learning by encouraging learners to continue learning. Finally, learner support services, when available, have to address concerns related to the learners' age and educational backgrounds as well as motivation for enrolling. After all, learners in open schools have diverse backgrounds, which might impede their learning endeavours within open schools. As Abbott-Chapman (2011) suggests, any open school support must be designed to assist the learners throughout their studies with academic and career choices, and other challenges because learners have diverse backgrounds. Such diversity might affect their learning endeavours and, hence, undermining the quality of education offered by open schools.

Learner support services as a quality determinant for sustainable open schools

Simpson (2000) and COL (2010) affirm that open schools must provide adequate, appropriate, and accessible learner-support services for improved learners' academic performance and sustained open schools in offering quality education. In the context of the current paper, learner-support services refer to all forms of assistance that aid learners to improve their learning and academic performance, hence determining the quality of education offered in open schools (Simpson, 2000). These services entail providing skills and resources to engender effective learning, willingness to learn, stress-coping skills, learner self-confidence and time management. The provision of learner-support services tends to focus on enhancing learning in open schools, thereby making open secondary schools sustainable in offering quality education relevant to complement conventional secondary schools (Lee, 2015).

The learning process is facilitated by tutoring, counselling, advising and orientation services from the first point of contact in open schools (Brindley, 2004). Notably, learner support services are interconnected and work together to improve the learning environment and make learners feel appreciated (COL, 2009). In other words, learner support services ought to create a room for enhanced learning preferences, instructional materials, improved learning settings, fostering self-esteem, learner-friendly information management, and administrative procedures (Tait, 2000). The learner support services aim to develop learners' capabilities to develop autonomy and a sense of responsibility (Rangara, 2015). Moreover, they are designed to help learners become more self-reliant in their learning endeavours (Lee, 2015). Learners ought to be active creators of knowledge rather than passive consumers because of the evolving pedagogical approaches associated with the development of open schooling as opposed to the conventional mode which eventually determine their performance (Rangara, 2015; Simpson & Anderson, 2012).

To ensure sustainable quality secondary education is offered in open schools, learner-support services should consider provision of adequate facilitators, teaching and learning materials and guidance and counselling (COL, 2010). After all, unlike conventional education systems, open schools serve heterogeneous categories of learners. Even though learners in open schooling are supposed to practise autonomous learning, facilitators still play a vital role in ensuring open schools offer quality secondary education. For instance, facilitators can encourage, guide, and support learners' independent learning. Through regular contacts, learners get opportunities to ask questions and receive clarifications. As a result, their interest in learning and their understanding of issues mount. The implication is that the interaction between learners and facilitators can nurture the learners' intellectual development, trigger their academic performance and ensure sustainability of the quality of education offered (James, 2014).

Besides facilitators, teaching and learning materials play an important role in ensuring that open schools offer quality education. There is a close affinity between access to teaching and learning materials and learners' academic performance in any education system (Mlay, 2013). However, learners pursuing secondary education in open secondary schools often endure lack of appropriately designed materials (Shahanga, 2014; Wilson, 2021). As a result, they rely solely on educational resources largely tailored for students in the traditional mode of delivery. These inappropriate materials can even jeopardise their academic performance. This situation is critical considering their limited study time and relatively low reading skills, as they have been outside the education system for sometime.

Such learners also contend with challenges such as lack of confidence, financial stress, balancing studies and other equally important responsibilities, as well as fear of examinations that can negatively affect their performance. As such, they need guidance and counselling services, which can help them succeed. COL (2010) highlights that the guidance and counselling services received by learners at different learning stages consist of study and examination skills, financial, time, and stress management. Thus, open schools ought to provide supportive surroundings and skilled staff that can offer guidance and counselling services.

Furthermore, the effective provision of learner support services needs to be sensitive to the learners' age and respective educational backgrounds. In this regard, facilitators need to undergo training on effective facilitation methods to empower them to handle diverse categories of learners. Mature adult learners, for example, can be helped with peer assistance and collaborative learning whereas youth learners can develop the ability for independent learning and appropriate work habits with the right assistance. Anderson (2004) argues that, as learning in the context of adult

education is a personalised experience, a range of support structures and systems in place can help learners recover and bounce back whenever they experience any difficulties. In fact, the organisation of open schools can impact on how successful they can be in complementing the conventional educational system.

Additionally, administrative support services related to issues such as admission, examinations and the availability of study materials tend to influence the learners' academic performance (Ncube, 2007). Similarly, administrative learner-support services inform learners about admissions and registration processes, availability of study materials, the recording and resolution of learners' complaints, as well as other essential support services (Kumar, 2018). When learners are aware of how to navigate through the administrative issues, they get motivation and do better academically. If this motivation is guaranteed, open schools can be better positioned to offer quality secondary education capable of complementing the conventional education system in terms of access and academic performance.

Theoretical Framework

The study was guided by the Self-Directed Learning (SDL) Theory as advocated by Knowles (1975). Knowles argues that the open schooling context is more learnercentred than conventional schools. The theory is relevant to the study because it explains how learners in open schools can organise, carry out and assess their own learning. To enhance self-directed learning and ensure learners' academic performance, learner-support services are fundamental. The services ensure that learners optimise the learning opportunities available for the provision of quality education (Mhlanga, 2010). The litmus test for open schools is to guarantee the availability of these essentials for them to sustainably offer quality secondary education for complementing the education provided by conventional secondary schools.

Methodology

The study employed a qualitative research approach and specifically, a case study research design conducted in five open schools based in Dar es Salaam region, where open schools are actively operating. Purposive sampling was used to select 35 key informants who participated in in-depth interviews. The sample comprised 20 adult learners, five open school co-ordinators and 10 facilitators. The co-ordinators and facilitators were selected because of their involvement in supervising daily activities and facilitating learning in open schools. The selection of learners was based on their views with regards to availability and accessibility

of learner support services in open schools. Data were collected using in-depth interviews, specifically by focusing on the provision of learner support services which greatly determine the academic performance of the adult learners and the quality of education offered at large. The collected data were later subjected to narrative thematic analysis. The themes that were generated for the research questions are presented and discussed in the ensuing section.

Results and Discussion

Analysis of the data collected for this study revealed that the sustainability of open secondary schools in offering quality education to complement the conventional education system is determined by a number of contextual factors. These contextual factors are largely associated with learner support services as presented in the subsequent sub-sections.

Adult learners' orientation to open schooling

The study found that open schools offered their learners an orientation programme to familiarise them with the demands and rigour of open schooling. Such induction aims to guide learners on how to manage their multiple responsibilities without interfering with their learning progress. Key areas covered include study and examination skills, rules and regulations guiding open schools, use of study groups, teamwork and how to overcome obstacles during their studies. This administrative learner support service is important because most learners have been out of the education system for sometime hence making difficult for them to properly follow their studies as put by one of open schools' coordinators:

Most of the learners found in these schools, especially mature adults, tend to develop some fears regarding whether they could study successfully. Imagine an adult learner who completed primary education in the 1980s. So, we offer for them an orientation session to help them with how to handle any challenge that might rise during their studies.

Additionally, an orientation programme can focus on empowering learners to continue with their studies amidst various challenges. Yet, learners lamented that the time allocated for the orientation sessions was too insufficient to provide them with the knowledge they needed, as one learner aptly explained:

The orientation took place for one hour only. One thing that really upset me was the way it was organised. They did not consider our age differences. We were put in one class with those kids. The seminar did not help me to do away with the doubt I had about whether I could manage the studies in this new mode of learning. It is just fortunate that I have friends who have been very supportive of my studies and my dream of attaining secondary education.

The learners noted during the orientation session that they needed to engage in participatory learning to raise their concerns and share their experiences. Moreover, they noted that this orientation programme occurred only once. As a result, learners did not grasp the *dos* and *don'ts* in open schools as much as they should. In this regard, the learners suggested that the orientation should be conducted on an ongoing basis. Additionally, the study findings revealed that orientation sessions were ineffective largely because mature adult learners, in particular, were often too busy with other obligations to participate in the scheduled sessions. As such, their performance has been relatively poor compared to the other segments of the learners. These findings are consistent with Anderson (2004) who found that learner support services must consider the profiles of learners to prepare individualised attention whenever they experienced some difficulties. The essence is to develop independent learning among learners as suggested by Lee (2015).

Facilitators' work contracts and their job performance

It was revealed that facilitators in open schools work both on part-time and fulltime bases depending on their work contracts. The study found that part-time facilitators had a lesser impact on learners' academic performance in open schools than full-time ones. Principally, the part-timers were not always available to assist learners; they were only available occasionally to conduct classes, thus limited contact hours with students. The opposite was true for their full-time counterparts. Moreover, the study established that it was difficult to manage the part-time facilitators due to the nature of their largely flimsy and *ad hoc* work contracts. Due to these flawed working arrangements of these facilitators, the allotted study time was too insufficient to enhance the learners' academic performance. Yet, as Lee (2015) contends, these facilitators are responsible for helping learners in open schools to develop study skills, pay attention to the obstacles they face, motivate them and build and maintain positive relationships with the learners to improve their academic performance.

Moreover, even though open schools operate from Monday to Friday, the findings indicate that class sessions begin late at around 1700 to 2000 hours. This scheduling can be attributed to many facilitators being permanent employees in other institutions. As a result, they are only available after official hours of their regular jobs. Thus,

learners have limited access to these facilitators for academic consultation compared to their counterparts in the conventional education system, as one learner narrated:

I dropped out of secondary school when I was in Form Two. I used to see teachers whenever I faced any challenge in my studies. Here, the situation is different. Imagine seeing your facilitator only once a week. It may take several weeks at times. It is becoming increasingly difficult for me to develop an understanding of the subjects. If one does not explore alternatives, it also becomes difficult to achieve the learning goals.

The findings also show that the facilitators' job performance in these open schools was compounded by poor remunerations and inconsistent payments which made their employment situation rather tenuous. The amount provided was found to be too insufficient to cover their daily expenses in the face of ever-increasing cost of living. These precarious employment conditions also made it rather difficult to attract quality facilitators who would command or demand a higher wage for their services. As one open school facilitator recalls:

I requested to teach here so that I could earn an extra income to support my family. Despite being paid about Tshs. 4,500 per session, the amount is not worth it. To be frank, this situation has affected our commitment which in turn impacts on the learners' academic performance.

Many of the facilitators often skipped some teaching sessions to look for additional income-generating opportunities. This enforced absenteeism among facilitators. Coupled with their eroded commitment to their work, facilitators' absenteeism eventually affected the learners' academic performance and threatened the sustainability of open schools in offering quality education for complementing the conventional secondary education.

Proximity of open schools to learners

The study further established that most of the open secondary schools operated in the premises of public or private institutions such as primary and secondary schools. These hired institutions served as study centres, examination venues and library centres. Usually, open school learners were free to choose a centre nearby their homes. Therefore, learners could avoid unnecessary costs such as bus fares by attending a nearby centre, thus boosting attendance, which is vital in improving academic performance. Nonetheless, learners raised several issues regarding these open school study centres located in makeshift hired locations. First, interference with other users – particularly those with more legitimate claims – of the same facilities resulted in widespread cancellation of classes. Second, there was a stigma attached to the adult and non-formal education programmes, as one open school learner explained:

I don't feel at ease socialising with our peers who are enrolled in conventional schools. In their presence, I feel inferior to them. They always want to know if our status will be the same once we complete our studies.

This reality on the ground highlights the role f and importance of guidance and counselling in addressing this challenge. It is against this backdrop that COL (2010) suggests that these learners need access to guidance and counselling services in different learning stages for them to maximally carry out their studies.

Availability of teaching and learning materials

Although one of the requirements for establishing an open school is having a library for learners, the findings indicate otherwise. Most of the open schools in the study area did not have one. It was established that, learners in some open schools relied on the libraries found in the institutions that offer learning spaces to the open secondary school on an *ad hoc* basis. Often, they could only use books while in the premises of those schools and even then, on limited scale because the books were limited in number. Additionally, the study found that open school learners were uncomfortable in sharing their facilities with conventional students due to their supposed inferior status. Inevitably, the lack of suitable study materials constrained the open school learners' ability to learn independently as stipulated by the Self-directed Learning Theory.

In addition, it was observed that the libraries serving the open school learners only provided a limited selection of books, mostly for Kiswahili, Geography and History subjects. In fact, most of the books available were suitable for learners in conventional education system. Indeed, the content was not designed and simplified for learners found in adult education programmes and open school modes of learning in particular. This lack of appropriate study materials tailored to meet their specific needs had a bearing on undermining the learners' motivation in open schools and result in their poor academic performance as one of the learners explained, "*Even though we are allowed to access the library, I need simplified textbooks so that I can quickly find what I need considering the limited time I have.*" This demand is consistent with Ncube (2007), who maintains that appropriate teaching and learning materials have an impact on the learners' academic performance.

Provision of academic guidance and counselling services

Another form of support that was found to be varyingly available in the sampled open secondary schools was academic guidance and counselling service. Interviews revealed that learners in open schools tended to face numerous academic challenges that required intervention of proper guidance and counselling service. The reported challenges included newness to the programme, difficulty in balancing studies and other social responsibilities, financial constraints and recurring poor performance in various examinations. These challenges had an impact on the learners' learning motivation and their academic performance. According to COL (2015), guidance and counselling constitute crucial learner support services that enhance the learners' retention, participation and performance in open schools.

Learners' views on their inadequacy of such guidance and counselling question the sustainability of open schools to complement conventional secondary education. As in conventional institutions, open school facilitators are also responsible for providing guidance and counselling services in open secondary schools. However, as already mentioned, most of open secondary schools in the current study lacked full-time facilitators who could reliably provide these services on a regular basis. As one open school learner explained:

In these schools, one shouldn't rely on facilitators alone. I remember one incident when I failed the qualifying test. In fact, it was my third attempt. I was at the crossroads. I wanted to drop out as I attributed my recurring failures to my study skills. I needed to see my facilitators privately, who could help me improve my study skills. Unfortunately, it was very challenging to see them. It was fortunate that I had a friend who was studying in one of the conventional schools, who really helped me, and here I am waiting to sit for the Form Four national examinations.

The effectiveness of guidance and counselling service was also affected by the rather young ages of the facilitators, who acted as the main providers of such services. Learners, who were commonly mature adults, complained that they found most of the open school facilitators too young for them to comfortably share their problems with them. For example, one learner complained:

I remember one day when my spouse stopped me from attending classes. He was complaining that I don't provide enough time for our kids. That was too challenging for me to manage. So, I wanted someone to talk to. But my facilitators were too young to share with them such a scenario...

According to Marquie and Huet (2000), the age gap between the counsellor and the client influences how the latter values guidance and counselling services. The authors caution that, it is important for the counsellors to keep in mind that sensitivity should be placed on age differences for the counselling to be effective. In Dar es Salaam where this study was carried out, many of the facilitators in these schools were freshly minted graduates yet to gain their footing in the teaching profession or recently employed in either public or private school. Either way, most of them were too young to provide guidance and counselling to their older learners.

Conclusion

The results suggest that sustainability of open schools in offering quality education to complement conventional secondary schools can only be assured if the questions regarding learner support services are well and decisively addressed. Learners in adult and non-formal education programmes such as open schools are driven by their own interests and have goals for their learning. A better learning environment motivates learners to pursue their own learning and achieve their objectives. To do so, however, they ought to have access to adequate and appropriate learner support services attainable within their schools.

Recommendations

Based on the findings and conclusion, the study recommends to the Ministry of Education, Science and Technology that it is imperative to review open school guidelines to address disparities with regard to the provision of learner support services in open schools. Furthermore, open school owners ought to consider all major constraints that open school learners face, such as their multiple responsibilities, learning goals and find ways to mitigate such hurdles among the learners. In particular, these open school learners need access to frequent and readily available guidance and counselling services to encourage them overcome challenges they face while studying. Moreover, open schools should regularly provide orientation sessions whose focus is on adapting to the demands of open schooling. Such induction promotes the learners' understanding of the open schooling system.

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