



Constraints of Public-Private Partnership Framework in Improving the Quality of Education: A Case of Selected Primary Schools in Kilimanjaro Region, Tanzania

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Abstract

The government of Tanzania has been utilising the Public Private Partnership (PPP) model to provide primary education since the late 1970s. However, specific constraints must be addressed to improve the quality of primary education in Tanzania through PPP. A study was conducted in the Kilimanjaro region to identify weaknesses and challenges in implementing the PPP framework in the education sector. The study used a cross-sectional approach, collecting quantitative and qualitative data through structured questionnaires and discussions. The study's sample size was 32 teachers randomly chosen from 16 primary schools operated by both partners. The data collected was analysed through content analysis and descriptive statistics. The findings revealed that government officials' inadequate awareness of the potential of the PPP framework was among the significant areas that need improvement. The study also identified that the time for negotiations between public and private partners was the most pressing challenge of the PPP framework. In conclusion, the study recommends that the local and central governments collaborate with private partners to reframe the PPP framework to create a conducive environment, enabling both parties to carry out their roles efficiently and contribute significantly to improving the quality of primary education in the Kilimanjaro region.

Keywords: Public Private Partnership Framework, Constraints, Quality of education, Primary schools, Kilimanjaro

Article info

Article history

Received:
January 2023

Accepted
September 2023

Published:
December 2023

1. 1 Introduction

The public-private partnership model has primarily been used in delivering public assets and services, particularly in the health, education, water, housing, and transport sectors. It has become challenging to find a region of the world in which the Public Private Partnership (PPP) model is not used. The use of private partners to meet public needs in most developed countries dates to the 15th century. Since the mid-19th century, there has been an expansion and broadening of the role of the private sector in the provision of public assets and services in many developing countries (Badu *et al.*, 2018). Conscious policy design, risk sharing and inefficiency of the public sector to provide quality services to all people compelled countries to adopt the PPP framework as the preferred method for delivering public assets and services in many parts of the world (Gali & Schechter, 2020).

As defined in the paper, the PPP (public-private partnership) model is a collaboration between a governmental body and a private development partner to deliver public goods, such as quality education. Private development partners may be for-profit or non-profit organisations, philanthropic groups, or individuals collaborating with government entities to provide quality education.

Previous studies have examined PPP's contributions and challenges. Ansari (2020) reported that despite PPP's significant contributions to providing quality services in most African countries, it has faced several setbacks. Likewise, Badu *et al.* (2018) found that the PPP framework faced stiff legal challenges in the Southern District of Colombia, leading to incomplete and cancelled educational projects and poor-quality education.

The Government of Tanzania also adopted the PPP model for service delivery in education in the late 1970s. In the mid-1990s, there was an increase in the participation of private partners in the process of improving the provision of quality education services at all levels. Despite the long existence and increasing adoption of the PPP framework in the education sector, the specific constraints hindering its efficient implementation still need to be well-known in Tanzania. It has compromised the implementation and even diminished the goal of public entities to collaborate with private partners in the education sector. Due to its implementation, the emanation of PPP constraints has made the framework only partially contribute to improving the quality of education in Tanzania, unlike in some other countries that have adopted the PPP framework. The situation is evidenced by poor teaching and learning environment, low ratio of instructional materials, few school infrastructures and poor school performance in national examinations. For example, basic education statistics show a slow decrease in academic performance in the Standard Seven National Examinations from 54 per cent in 2007 to 31 per cent in 2012 (URT-BEST, 2013).

The empirical review needs to show more scientific information regarding the challenges of implementing PPP projects in the education sector in Africa. Accordingly, government entities and private development partners need to recognise the likely specific PPP constraints in the education sector and devise strategies for coping with the constraints, allowing such partnerships to be implemented effectively. Recognising obstacles would enable the PPP educational stakeholders to take appropriate mitigation measures against the challenges (Baum & Cilliers, 2018). This paper assesses the constraints of the PPP framework implementation against the delivery of quality primary education in the Kilimanjaro Region. Specifically, the paper aims to identify weaknesses of the public-private partnership framework in improving the quality of primary education and to determine challenges facing the implementation of the public-private partnership framework in the education sector.

1.2 Literature Review

In this study, the PPP framework was referred to as a collaboration structure and arrangements between a government entity and private development partners and how these two partners will work together towards achieving a desired policy outcome (Olatunji *et al.*, 2016), which is quality education in the context of this study. Suitable collaboration arrangements between public and private institutions are expected to smoothen the implementation process, attaining the desired policy outcome (Hodge & Greve, 2017).

PPP framework as a theoretical foundation of this study has indicated that since the 1980s, the theoretical body of knowledge on the limitation of the PPP framework has revealed and documented information on the fields of manufacturing, housing and construction, particularly in project management (Muhammad & Johar, 2018). The constraints theory that Goldratt developed in the early 1980s was used to underpin this study. The theoretical concept of this theory assumes that every system must have at least one constraint; the existence and identification of the constraints represent opportunities for improvement. Goldratt defines constraint as “anything that limits a system from achieving higher performance versus its goal” (Goldratt, 1990). Thus, constraints can involve people, information, regulations, policies, laws and procedures, to mention a few (Gali & Schechter, 2020). This study adopted this theory by focusing on identifying two variables: weaknesses of the PPP framework and the challenges of working together, which reverse the efforts of improving the desired sectorial objective, improving the quality of primary education. This theory is relevant and appropriate to this study because it enabled the researcher to identify weaknesses and challenges associated with PPP implementation.

Empirical studies indicate that several weaknesses and challenges have been highlighted in the infrastructure and construction sub-sector. These weaknesses and challenges regarding

implementing the PPP in social services, particularly the educational sub-sector, are documented (Chou & Pramudawardhani, 2015).

A study by Yusuph (2013) argued that the implementation of the PPP framework in Tanzania was well framed through the establishment of governing organs that included the PPP Policy in 2009, the PPP Act in 2010 and PPP regulations in 2011. However, despite the established regulatory organs for PPP implementation in Tanzania, several constraints that slow the process of achieving quality primary education have yet to be scientifically acknowledged. The above empirical review motivated the current study.

With the assistance of constraint theory, the study has managed to identify weaknesses of the PPP framework and its implementation challenges in the education sector in the Kilimanjaro region. A similar result is reported in a study by Osei-Kyei *et al.* (2017), who noted that knowing something that limits effective implementation and attainment of the desired goal is a panacea towards accomplishing that goal.

The findings of this study will benefit PPP practitioners in further enhancing the effective implementation of the PPP framework in the education sector by recognising, minimising, and eliminating PPP framework implementation constraints, hence improving the quality of primary education in the Kilimanjaro region.

2. Methodology

This paper is based on a study conducted in Moshi District Council and Moshi Municipality in Tanzania. These areas were purposively selected because many private educational partners have collaborated with the government since the 1960s (URT, 2014b). The study adopted a cross-sectional design that used a mixed approach whereby both quantitative and qualitative data were collected. The approach was used principally to gain a deeper understanding of the phenomena that need to be sufficiently known (Elo & Kyngas, 2008). Sixteen out of fifty-seven primary schools supported and operated by both partners, public and private educational partners (PPP), were randomly chosen from two local government authorities; from each district, eight primary schools were randomly selected. The schools were selected based on the criteria that they were collaborating with private partners to provide quality education. From each selected school, two teachers who were aware of PPP interventions in the school were randomly selected, making a total of 32 teachers from all the schools that were sampled.

Seven parents and three School Board members from each school were selected and involved in focus group discussions (FGDs). Key informants were also involved in this study including Ward Education Coordinators, District and Municipal Education Officers, and Managing Directors or spokespersons of the surveyed private educational partners. Other critical informants

interviewed were one official from the Prime Minister's Office (PPP Unit), one from the Tanzania Investment Centre (Northern Zone) and one from the Tanzania Private Sector Foundation.

Primary data based on weaknesses of the PPP framework and challenges hindering its successful implementation in the education sector were collected through structured interviews using a questionnaire. Other methods used to collect data included focus group discussions using the FGDs guide and key informant interviews using the interview guide. Secondary information related to the study variables was collected through documentary review, whereby all books, journals, and published and unpublished materials reviewed in this study were presented in the reference list.

Qualitative information from FGDs and key informants' interviews were analysed using content analysis. The information found in field notes, pictures and recorded conversations was summarised and transcribed into themes/concepts based on study objectives (Hsieh & Shannon, 2005). The transcribed concepts were compared and discussed with empirical information given by the respondents from structured interviews. The data collected through structured interviews were processed and analysed descriptively using the Statistical Package for Social Sciences (SPSS) version 21. In this regard, frequency distributions were employed to quantify multiple responses given by the respondents on the weaknesses and challenges of the PPP framework in the education sector.

2.1 Validity and Reliability

The study employed mixed methods to collect both quantitative and qualitative data, and the tools were pre-tested to avoid irrelevant information and minimise errors. Further, the obtained findings were triangulated with the findings from other studies.

2.2 Ethical Considerations

The Moshi Co-operative University provided a research clearance, which was later submitted to the authorities of the Kilimanjaro region for further processing. The clearance letter was then presented to the district authorities for approval in their administrative areas, and finally, the permit for data collection from all respective areas was granted. Confidentiality was maintained during data collection, verbal consent was sought, and respondents were informed of their right to withdraw from the study.

3. Results

3.1 Socio-Demographic Characteristics of the Respondents

3.1.1 Education Level of Teachers

As presented in Table 1, the findings show that 62.5% of the teachers interviewed had attained certificate education, and only two teachers (6.2%) had attained Form Four education (Table 1). The study findings indicated that most of the studied PPP schools were staffed with teachers with a Certificate in Education (Grade A), the level recognised for teaching in primary schools in Tanzania (URT, 2014a). Teachers' education level has proven to be OK with implementing and administrating PPP projects. During FGDs at Ronga primary school, a School Board member said that:

Poor fluency in the English language among primary school teachers acted as a vital communication barrier with the staff of the international private educational partners supporting the school.

These findings imply that the challenge may also need to be improved in attaining the desired goal of the partnership between government entities and the private sector in education.

Table 1: Education level of teachers

Levels of education	Frequency (n = 32)		Per cent
	Male	Female	
Form IV only	1	1	6.2
Certificate in Education (Grade A)	6	14	62.5
Certificate in education plus Form VI	2	1	9.4
Diploma in Education	2	1	9.4
Degree in education	1	3	12.5
Sub-total	12	20	-
Total		32	100

Source: Field data (2021)

3.1.2 Pupil-Teacher Ratio (PTR) in the Studied PPP Schools

The findings in Table 2 show that schools in Moshi Municipality had many pupils (6,380) compared to their counterparts in Moshi District Council (4,003). Also, Table 2 shows that schools in Moshi Municipality had many teachers (168) compared to schools in Moshi District Council which had only 108 teachers. It indicates that many PPP interventions were implemented in Moshi Municipality; thus, such interventions contributed significantly to improving the school environment, attracting many pupils and teachers. Furthermore, Table 2

shows that, regardless of the differences in the number of pupils and teachers, the pupil-teacher ratios (PTR) in the studied schools were almost the same; the PTR in Moshi Municipality was 1:37.9 while the PTR in Moshi District Council was 1:37.0. Also, Table 2 shows that, within a district, there was a variation of PTR; some schools had high while others had low PTR. The study revealed that the number of pupils and teachers and the expertise and financial capability of a given private partner affect the implementation of PPP. Commenting on this during key informant interviews, the Education Officer at Moshi Municipality said that:

The number of pupils and teachers at a school implies PPP implementation, focusing on the financial capability of private partners.

She further added by saying that:

Many private partners prefer collaborating with schools with few pupils and teachers, while only some prefer schools with many pupils and teachers.

These findings imply that such a situation affects how much the private partner has assisted or contributed to improving each school's education quality.

Table 2: Pupils Teacher Ratio (PTR) of the studied schools

Primary Schools in Moshi Municipality				Primary Schools in Moshi District Council			
Name of school	Pupils	Teachers	PTR	Name of school	Pupils	Teachers	PTR
Mandela	1062	23	1:46	Katanini	763	20	1:38
Azimio	1017	24	1:42	Kiyungi Mpya	543	14	1:39
Kaloleni	1069	20	1:56	Ronga	261	4	1:65
Jitegemee	996	20	1:50	Kiyungi	413	18	1:23
Muungano	382	16	1:24	James Ole Mallya	422	11	1:38
J.K.Nyerere	426	19	1:23	Dr Omary Juma	195	12	1:16
Kilimanjaro	709	19	1:37	Benjamin Mkapa	1025	16	1:64
Shirimatunda	718	27	1:27	Arusha Chini	381	13	1:29
Total	6,380	168	1:38		4,003	108	1:37

Source: Field data (2021)

3.2 Weaknesses of the Public-Private Partnership Framework

The PPP framework in this paper was referred to as instruments (legal, institutional and personnel), which are used to put into practice or implement the PPP policy as a tool for fostering the socio-economic development of the given community. Six weaknesses of the PPP framework implementation in the education sector were identified. As shown in Table 3, the percentage scores for the six factors, which ranged from 13.3 to 18.5, indicate that each factor

had a different impact as perceived by the respondents regarding how each weakness affects the implementation of the PPP framework in the Kilimanjaro region.

Table 3 depicts that three negative factors were perceived as the most critical weaknesses of the PPP framework in the Kilimanjaro region, Tanzania, and these are discussed in the paragraphs below.

The late establishment of specific enforcing bodies that include centres, committees, departments and units for PPP in Tanzania at all levels (18.5 %) was identified as the most significant area for improvement in the efficient implementation of PPP policy. The empirical review showed that collaboration between Tanzania's Government entities and private partners in education started in the early 1970s and increased from the mid-1980s. However, this study has found that up to 2005, no specific bodies, departments or u

Table 3: Weaknesses of the PPP framework

Weaknesses	Responses	
	N	Per cent
Late establishment of specific institutions/enforcing bodies, such as departments and units for PPP in Tanzania	25	18.5
Absence of effective implementation of the existing PPP legal instruments	25	18.5
Lack of awareness among government officials on the potential of the PPP framework	24	17.8
Lack of advanced tools for assessing and measuring the capability of private partners	22	16.3
Lack of close monitoring of the activities done by private educational partners	21	15.6
Negative attitude towards the PPP framework from government entities, officials and the community	18	13.3
Total	135	100

Source: Field data (2021)

*32 respondents (teachers) gave 135 responses. Therefore, the percentage was over 135

nits were responsible for coordinating and supervising projects under public-private partnerships. It was found further that the PPP Act of 18th June 2010 ordered the establishment of the specific bodies, departments and units responsible for enforcing effective implementation and administration of PPP projects in Tanzania. Regardless of the PPP institutions having been ordered to be established in the PPP Act of 2010, the PPP coordinating centres and units were officially established in 2015. Explaining this weakness, a respondent from the Tanzania Investment Centre, Northern Zone office said:

The absence of specific PPP institutional instruments for an extended period has made some of the PPP projects unsuccessful, and this has become one of the causes of the poor quality of primary education in Tanzania, regardless of long-time collaboration between government entities and private partners. He concluded by saying that:

Some established PPP institutions still need to be stronger and more effectively functioning as they are not fully independent organs because they are still termed sub-sections under the ministerial level.

Late establishment and absence of effective implementation of the specific PPP policy, laws, rules and regulations (18.5%) was identified as the second weakness of the PPP framework that slowed down the efficient implementation of the framework in the education sector.

The inadequate practical regulatory tools have led to several private partners operating on their interests, and such partnerships have benefited only one side instead of being a win-win partnership for both parties. About this, several conflicts among private partners, government officials and project beneficiaries have emerged and led to the failure of some projects, leading to the unsuccessful achievement of the intended goal. A key informant from the Prime Minister's Office, Private Sector Development Investment and Empowerment Division (PSDIED) said that:

The need for specific legal instruments for an extended period for regulating private development partners has led to the exploitation of the Tanzania Government in many sectors. Moreover, this has been done specifically by foreign international partners to support the government's efforts to improve the quality of education while indirectly using such partnerships to continue exploiting the country and making it a damping place for their obsolete technologies.

This kind of exploitation was caused by the absence of legal tools to guide private development partners that have collaborated with Tanzania for a long time.

Lack of awareness among government officials on the potential of the PPP framework in fostering the country's development was among the weaknesses of the PPP framework in Tanzania. It was found that most (17.8%) of the government officials and community members needed to be made aware of the benefits and roles that the PPP framework can offer towards improving the quality of primary education in Tanzania. This weakness hinders the effective implementation of the PPP framework, which leads to not attaining PPP goals in the education sector. Explaining this trend, the Programme Coordinator of HakiElimu Tanzania commented that:

Most government officials are still fooled by the old idea that the government is the sole provider of all assets and social services to its people.

Negative attitudes against the PPP framework from local governments, their staff, and some community members (13.8%) were also identified as a weakness that impedes the efficient

implementation of the PPP framework in Tanzania. Most of the interviewed directors and spokespersons of the private organisations that support providing quality education in the studied areas claimed to be negatively perceived by staff and administrators of the studied local governments. Regarding this, a key informant at Mt. Kilimanjaro Primary School said that:

Government officials have politicised the development agenda and need more impartiality in development matters. Because of this notion, some government departments and officials were reluctant to collaborate and work with private development partners to provide social services.

On the same note, another key informant from FT Kilimanjaro, a Dutch FEMI private organisation, commented that:

In the beginning, they could have been received better by the community members. When they visited government offices, they were not welcomed and listened to well, as most government officials perceived them as development protestors.

The above six identified PPP framework weaknesses were summarised and grouped into three factors: legal, institutional and personnel weaknesses. Late establishment and ineffective implementation of the existing PPP legal variables, such as policy, regulations and by-laws, were considered legal weaknesses. Institutional weaknesses focused on the late establishment of specific enforcing bodies that include PPP centres, committees, departments, units and PPP nodes. Negative attitudes towards the PPP framework and lack of awareness among government staff/administrators on the potential of the PPP framework were termed personnel/staff weaknesses.

3.3 Challenges of Public-Private Partnership Framework in Education

In implementing the PPP framework, many challenges and difficulties emanated. This study identified fifteen challenges to implementing the PPP framework in the education sector in the Kilimanjaro region of Tanzania.

The identified challenges emanating from implementing the PPP framework (Table 4) impede the quality of service delivery in the education sector. This situation may cause the joint efforts between the public sector and private partners to fail to attain and provide quality primary education to all children in the Kilimanjaro region. An analytical overview of the identified challenges and how they affect the PPP model in providing and attaining quality primary education to all schools in the Kilimanjaro region is described in the subsequent paragraphs.

Table 4: Challenges emanating from the implementation of the PPP framework

Challenges	Responses	
	n	Per cent
Lengthy delay in negotiations between public and	32	10.2

private partners		
Bureaucracy among government officials	30	9.6
Biased implementation (selective to urban schools only)	25	8.0
Corruption and requests for bribes by government workers from private partners	25	8.0
Dependency syndrome in beneficiaries	24	7.8
Beneficiaries being overambitious	23	7.3
Limited and late delivery of the promised educational supports	22	7.0
Commercialisation of education	20	6.4
Sometimes, beneficiaries have no say or choice in the supported materials	20	6.4
Indirect exploitation of TZ done by international partners	18	5.8
Partnership contracts being signed as personal instead of the institution/ school	18	5.8
Reluctant of some teachers being supervisors or project co-coordinators to school-related project	16	5.1
Lack of training for school staff on the use and administration of the provided supports	15	4.8
Poor and inefficient work due to the use of local technicians (lack of experience and appropriate skills)	14	4.5
Low community participation	11	3.6
Total	330	100

Source: Field data (2021)

*32 respondents (teachers) gave 330 responses. Therefore, the per cents was over 330

The challenge of lengthy delays in negotiations between public entities, officials and private partners (10.2%) was caused by political debate and a need for strong government commitment to use the PPP framework. It caused some PPP education projects to need more support from government officials and political leaders. Elaborating on this, a board member at Kiyungi Primary School reported that:

Our school reached a stage when the politicians disagreed with government officials on allowing some private partners to be involved in development activities. They thought that involving private partners in the leading roles of the government would humiliate the public sector and its leaders; this is an impoverished notion among our leaders that has contributed to the poor quality of education in our area.

Bureaucracy of government officials (9.6%) was also identified as among the challenges jeopardising the implementation of the PPP framework in the education sector. It was noted that

any private partner who is ready to collaborate with any government entity should get a permit that will allow them to start working together with the public entity on the agreed project area. During FGDs, it was revealed that to get a collaborative permit, one must follow several procedures in different offices in different areas. Commenting on this weakness, a respondent from the Camara Education Tanzania office said that:

When seeking permits to collaborate with public entities, we miss close support from government officials due to their bureaucratic behaviour. We occasionally need more close support from expected project beneficiaries to be implemented in partnership. It sometimes takes more than three months for the respective office/department to reply to our requested letter. Finally, as a private partner, one may bribe a government official to fast-track the process of getting a permit. Does this make sense?

Biases in implementing PPP projects were identified (8%) as among the challenges that impede the successful implementation of PPP objectives in education. Collaboration between Private education partners and the government in improving the quality of education was found to concentrate on the urban schools, leaving primary schools in rural areas facing many educational challenges. Clarifying this, a respondent from the District Education Office at Moshi Municipality said that:

We may find many different educational partners conflicting in supporting one school. At the same time, many schools in the area face educational challenges like those of the schools they work hard to achieve.

When she was asked what they did when such an event occurred, she responded:

It reaches a time when we cannot shift the partner to other schools they do not like; hence, the same school is divided into different areas of intervention, such as classes, offices, toilets, water, and kitchen, and these parts are located to each partner.

It was found that some of the educational partners supply all industrial materials needed to construct and renovate school infrastructure. The remaining materials, as well as supervision of project activities, are left in the hands of the respective schools' school administration and village government. However, in the end, most of the outputs could be better quality. Elaborating on this constraint, one respondent from the Academic Office of Moshi District Council said that:

In collaboration with village leaders, most head teachers use cheap local technicians who must be more experienced. It leads to poor work performance and returning to poor school conditions instead of moving forward.

In this regard, the Public Relations Officer of Moshi International School also claimed that:

Using cheap local technicians with inappropriate skills has caused most of the constructed school infrastructure, particularly modern toilets, to be of poor quality.

Low community participation was among the key challenges that were found to inhibit the achievement of the overall goal of PPP in education. In implementing PPP, both partners contribute, but the extent of the contribution to the beneficiary community was found to be different from one private partner to another. However, low community participation in school projects was found to be a big problem, particularly in projects that private partners mainly support. Clarifying this problem, the community liaison person at Moshi International School reported:

Since 2002, the cost-sharing between our institution and the beneficial community has been fifty by fifty per cent. It was found very difficult for the community to contribute as they took a long time to fulfil their obligatory condition, hence the delay in the start of project implementation. Regarding this, eight years later, the management of Moshi International School changed the contribution rate to ten per cent for the beneficiary community. However, even this tiny amount was still seen as a significant burden to the community, hindering the successful implementation of PPP educational projects.

4. Discussion of the Findings

4.1 Weaknesses of the Public-Private Partnership Framework

The study findings based on weaknesses of the PPP framework showed that regardless of the long (since the 1970s) collaboration between government entities and private partners through the PPP framework, up to 2008, there were no specific legal tools (policy and its enforcing laws, rules and regulations) to smoothen PPP implementation in Tanzania. Tanzania's Public Private Partnership policy was officially established in November 2009. However, the PPP Act/laws were established in June 2010, and its enforcing regulations were established in 2011 through Government Notice no. 165, published on 3rd June 2011. Due to many weaknesses, the PPP Act/laws were amended in 2014, and the PPP regulations were amended in the 2015/2016 financial year. These findings indicate that the late establishment of specific PPP institutions in Tanzania has caused several primary educational challenges to remain unsolved for a long time. It was also reported in a study by Ricks (2012), who asserted that the lack of robust legal and institutional bodies governing private partners has led to severe exploitation of the resources in most developing countries.

A study by Muhammad and Johar (2018) revealed that some private development partners that support government efforts toward improving the quality of education may decide to shift

projects to other areas/nations because of continuous conflict against their organisations. Baum and Cilliers (2018) revealed that aggressiveness to change was the primary reason that caused government leaders to fail to adopt new approaches and strategies for fostering the socio-economic development of the people. Business as usual syndrome and laziness of the government officials were also thought to be among the causes preventing government leaders from using the PPP framework as a good alternative approach for fostering socio-economic development in the country.

Findings in Table 3 imply that some of the government officials are not ready to involve private development partners in doing traditional roles formerly done by the government as they thought that by doing so, they would contradict the central government's goals. Based on this, a study by Olatunji (2016) also asserted that the tendency to have a negative attitude toward the PPP framework among government staff was influenced by political affiliations among government officials.

4.2 Challenges Due to Implementing Public-Private Partnership Framework in Education

The results in Table 4 are in line with the findings by Hodge and Greve (2017:22), who reported that “despite the huge recognition of PPPs framework and its increasing usage in the education sector, the collaborative experience of both the public and private sector through PPP has not always been easily positive”.

The delay in implementing the PPP educational projects is sometimes caused by political leaders who use delaying techniques to private development partners. It includes failure to respond on time to the requests and claims of private development partners. This situation also discourages these partners from investing and, hence, their limited involvement in providing quality education in Tanzania. This result contrasts with a study by Kumari (2016), who identified opposition parties as a significant barrier to implementing the PPP policy, particularly in developing economies.

Also, many procedures are imposed on private development partners when seeking registration and permits to work with government entities and bodies. This situation strongly constrains the effective use and implementation of the PPP policy in Tanzania, as a study by Badu *et al.* (2018) reported.

A study by Kumari (2016) reported that if there are no principles and guidelines guiding private partners' roles and interventions at the national and grassroots levels, quality education will be accessed by few instead of all pupils in every school. Regarding this challenge, the Ministry of Education, Science and Technology, as well as PPP nodes at the district level, should set criteria to be adhered to by any private partners intending to establish a partnership with any school. It will limit the tendency of private partners to concentrate on urban schools and establish partnerships with schools that already have conducive teaching and learning environments.

Poor and inefficient work performance (4.5%) under the partnership was among the challenges that may hinder the implementation and achievement of the PPP goals. The unfaithfulness of the

school and village leaders was found to be the source of this problem. This result was also reported in a study by Muhammad and Johar (2018). These authors revealed that lack of trust among project administrators, implementers and beneficiaries has led up to forty per cent of the money provided for school projects to be swindled, leading to the failure of the completion of projects and poor quality of work.

For successful implementation and sustainability of the PPP school interventions, close participation of the beneficiary community is very important. Project leaders should insist on this in collaboration with local community leaders. This finding is consistent with a study by Yusuph (2013), who reported that the extent to which members of the beneficiary community participate in educational development projects affects the academic performance of the school and pupils.

5. Conclusions and Recommendations

Implementing the PPP framework in the education sector faces numerous constraints that jeopardise the implementation of PPP policy and the overall goal of collaboration between public entities and private partners in the education sector. The paper also concludes that the challenges emanating from implementing educational projects under the PPP framework are detrimental as they endanger efforts to attain quality primary education in the Kilimanjaro Region through the PPP framework. It is a very challenging environment that impedes the government's efforts towards providing quality primary education under the PPP framework.

Based on this conclusion, private partners and local and central governments should work together to address the identified weaknesses of the PPP framework. Also, the central government should redefine the PPP framework through ministries and organs responsible for PPP activities to create a conducive environment for both partners to interplay and exercise their roles efficiently. Furthermore, it is advised that all institutional organs and departments responsible for the coordination of PPP should set programmes that will create awareness among government officials and the public on the importance and roles the PPP framework can play in improving the quality of primary education in Tanzania.

6. Limitations of the Study and Areas for Further Studies

This study was confined only to Moshi District Council and Moshi Municipality as an area with numerous private development partners. However, it only covered other areas with private development partners. Therefore, it is suggested that future researchers conduct and scale up similar studies to other areas with similar situations for policy and theory recommendations. A study focused on the critical success factors leading to the successful implementation of PPP projects in Moshi District Council and Moshi Municipality should be conducted for effective use of the PPP model, hence eradicating the educational challenges that impede the provision of quality primary education in Moshi District Council and Moshi Municipality. Finally, the study is based on actors that attract and influence private development partners to support primary schools towards improving the quality of education in Moshi District Council; thus, Moshi Municipality should be investigated to understand the PPP model interplay.

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