

GOVERNMENT OF THE UNITED REPUBLIC OF TANZANIA



EDUCATION SECTOR DEVELOPMENT PROGRAMME

Primary Education Development Plan (2002-2006)

Basic Education Development Committee (BEDC)
July 2001

FOREWORD

The Ministry of Education and Culture is embarking on a huge programme of educational development to ensure that each child will get the best quality education. There are 4,842,875 children already enrolled in Tanzanian primary schools, and during the years 2002-2006 there will be an additional 6,848,692 school-age children who will be enrolled.

This is a huge resource for the country. Each of these children is an individual in his or her own right, with feelings, emotions, talents, aspirations, and potential which could contribute to national development. I appreciate that if a substantial investment is made in the interests of educating all children and youth, the country is assured of a very prosperous future.

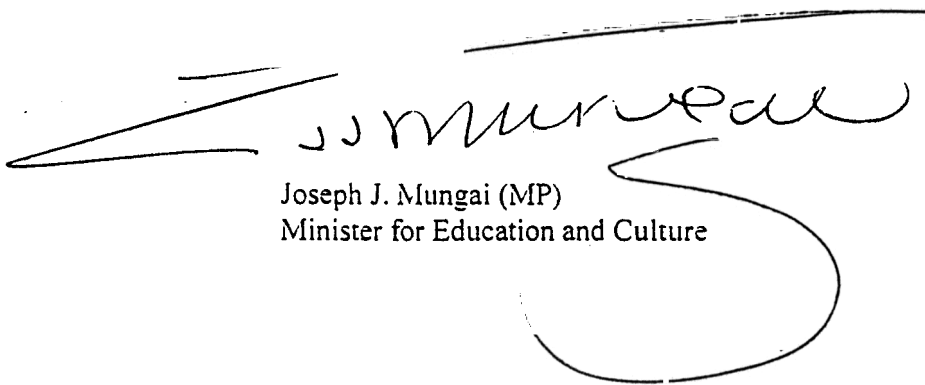
The Primary Education Development Plan is an outcome of efforts to translate Tanzania's Education and Training Policy and the Education Sector Development Programme goals, together with the international EFA 2000 goals into feasible strategies and actions for the development of primary education.

Many stakeholders have been involved at different stages in the formulation of this plan. Several Technical Working Groups, which drew members from a variety of stakeholder groups, as well as consultative meetings amongst the sector ministries, contributed greatly to the formulation of an overall plan framework for the development of primary education.

In this Primary Education Development Plan we recognise that implementation of the key policy and strategic directions will require further work to be done by developing detailed plans of programme descriptions, costs, financing, implementation arrangements, implementation schedules, manuals, and guides, and management, monitoring and evaluation mechanisms.

It is our intention to gradually integrate all on-going education projects and programme activities into the Education Sector Development Programme in order to achieve better co-ordination of efforts to improve the quality of primary education, as well as to enhance access and equity.

I would like to thank all those who have contributed to the preparation of this development plan.



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LIST OF ABBREVIATIONS

BEDC	Basic Education Development Committee
CB	Capacity Building
CG	Capitation Grant
DED	District Executive Director
EFA	Education for All
EMIS	Education Management Information System
EPF	Education Programme Fund
ESDP	Education Sector Development Programme
ETP	Education and Training Policy
GDP	Gross Domestic Product
GER	Gross Enrolment Rate
D/S	Double Shift
HIPC	Highly Indebted Poor Countries
HT	Head Teacher
IAE	Institute of Adult Education
IEC	Information, Education and Communication
IFMS	Integrated Financial Management System
IG	Investment Grant
INSET	In-Service Teacher Training
LGAs	Local Government Authorities
LGRP	Local Government Reform Programme
M&E	Monitoring and Evaluation
NECTA	National Examination Council of Tanzania
NFE	Non-Formal Education
NGO	Non-governmental Organisation
MANTEP	Management Training of Education Personnel
MOEC	Ministry of Education and Culture
MoF	Ministry of Finance
MTEF	Medium-Term Expenditure Framework
PTR	Pupil-to-Teacher Ratio
PEDP	Primary Education Development Plan
PER	Public Expenditure Review
PO-RALG	President's Office – Regional Administration and Local Government
PRSP	Poverty Reduction Strategy Paper
PSRP	Public Service Reform Programme
RAS	Regional Administrative Secretary
RS	Regional Secretariat
TIE	Tanzania Institute of Education
TLS	Tanzania Library Services
UPE	Universal Primary Education
USD	United States Dollar
UDSM	University of Dar-es-Salaam
WEC	Ward Education Co-ordinator

EXECUTIVE SUMMARY

Tanzania is party to many international conventions and agreements regarding improving the access, equity and quality of education. Since 1995, the Government has initiated a series of policies and reforms in the education sector with the aim of ensuring that ALL children have equitable access to a good quality primary education. No child should be denied the opportunity to participate in education because of poverty, gender, disability, or because of a lack of school uniform, fees or other parental contributions, or because of a lack of school facilities, materials or teachers.

The *Primary Education Development Plan* (PEDP) is a five year plan that articulates this vision of Universal Primary Education within the wider Tanzanian policy frameworks of the Education and Training Policy and the Education Sector Development Programme, the Local Government Reform Programme, and the over-arching Poverty Reduction Strategy Paper and Vision 2025. The PEDP consists of four main components: (a) expanding enrolment; (b) improving the quality of teaching and learning processes; (c) building capacity within the education system and other public and private sectors with a stake in education provision; and (d) strengthening the institutional arrangements that support the planning and delivery of education services.

In order to achieve the objective of enrolling all children 7-10 years old by 2005, the PEDP focuses on issues of enrolment and access, teacher recruitment and deployment, and classroom rehabilitation and construction. It also includes interim plans for expanding non-formal educational programmes for out-of-school children and youth.

The objective of improving educational quality will be met by strengthening three areas. In Human Resources, the primary focus is on the in-service professional development of the teacher, with complementary efforts focussed on head teachers, school committees, and training college tutors. With regards to Teaching and Learning Resources, the emphasis is on textbooks and materials, the quality and relevance of the curriculum, and the school environment.

In addition to the input of training and materials outlined above, the quality of education is dependent on the capacities of the people and the systems. Therefore the capacity building objective concentrates efforts on establishing an awareness and familiarity with governance and management principles amongst all education stakeholders, especially school committees and communities. This complements efforts to improve financial management skills, with a focus on transparency and accountability throughout the system. A strengthened Educational Management Information System will provide much of the data needed by managers and planners, and will be a mechanism for achieving educational accountability. Finally, pre-service teacher training will be rationalised and improved in order to increase its capacity to produce the large number of newly trained teachers demanded by enrolment expansion, as well as to improve the quality and relevance of the training that new teachers undergo.

Finally, under the sector-wide development principle of inclusive collaboration that guides the implementation of the Primary Education Development Plan, new relationships, roles and responsibilities are outlined.

1. INTRODUCTION

Tanzania has consistently focused its development strategies on combating ignorance, disease and poverty. Investment in human capital is recognised as central to improving the quality of lives of Tanzanians.

Since 1995 the Government has introduced a series of education reforms through a sector-wide development programme in order to address the existing problems in the sector. The challenges facing the primary education sub-sector above all stem from an education system which has been trying to educate a very large number of children from relatively poor households. All along, this has been done within the constraints of a chronic public resource shortage. Addressing these issues is not a straight-forward task because the problems and their causes are interlinked, both within the education system itself, and with many factors external to the education sector.

Within the system, the most critical problems are related to a constellation of factors that support the quality of teaching and learning processes in the classroom. Many pupils learn in crowded, poorly furnished and unfinished classrooms, and often have to share scarce textbooks. Many teachers are poorly qualified and poorly deployed, but in any case often are trying to do a good job with a minimum of basic resources. The curriculum is often seen as too diverse and in some ways irrelevant for many of the pupils and their life needs. Many teachers, head teachers and other education support staff are also poorly prepared for the management and quality assurance tasks demanded of their roles, but also often are trying to work to the best of their ability in isolated and under-resourced contexts.

The most significant external factor to which the education sector must respond is the severe public and private economic pressure which has resulted from the slow pace of economic development. Many households with scarce financial resources have to make difficult choices about investing in the education of their children. Over the years enrolment and achievement rates have been declining, while non-attendance and drop-out rates are increasing. Currently, the dreadful impact of the HIV/AIDS health and social crisis is having a serious effect on the human capacity to run the education system, as well as on the educational prospects for children of AIDS victims. Finally, an increasingly significant external challenge comes from a desire for Tanzania to proactively take a place in the new global arena, with the consequent demand for individual and national human resource development geared toward modern technological advancements.

This Primary Education Development Plan (PEDP) is one of the first outcomes of the Education Sector Development Programme (ESDP) and will cover primary education provision, as well as education for out-of-school children and youth. The targets of priority investment are: **enrolment expansion** focussing on classroom construction, teacher engagement, and teacher deployment; **quality improvement**, encompassing in-service and pre-service teacher training, and teaching and learning materials provision; and system-wide **management improvements**, through a range of capacity building efforts. This document presents the overall plan framework; detailed action plans and budgets will be found in supporting documents.

There are 4,842,875 children in primary schools in Tanzania. However, it is estimated that there will be three million children, 7-13 years old, out of the school system by the end of 2001. If they all sought admission at the same time, total primary school enrolment in January 2002 would increase by two thirds from approximately 4.8 to 7.5 million. As this would overwhelm the education system's resources, the PEDP takes measured enrolment steps so as to achieve Universal Primary Education (UPE) gradually.

2. POLICY CONTEXT

2.1 TANZANIAN COMMITMENTS TO INTERNATIONAL EDUCATION TARGETS

The 1990 Jomtien "World Conference on Education for All" (EFA) was instrumental in identifying internationally agreed targets for the provision of education as a basic human right. Tanzania also is party to the 2000 Dakar Framework for Action, an international review of educational progress made since Jomtien, and has joined the many nations which have ratified the United Nation's Convention on the Rights of the Child.

However, it is the Universal Primary Education campaign which remains at the core of Tanzania's determination to achieve EFA. Its principles of access, equity and quality for all children underpin many of the policies incorporated into this plan for developing primary education.

2.2 EDUCATION AND TRAINING POLICY

The Government's desire to improve the provision and quality of education resulted in the formulation of the Education and Training Policy (ETP) in 1995. The ETP encompasses the entire education and training sector. Major objectives of this policy are to achieve increased enrolments, equitable access, quality improvements, the expansion and optimum utilisation of facilities, and operational efficiency throughout the system.

Other broad policy aims include enhancing partnerships in the delivery of education, broadening the financial base and the cost effectiveness of education, and streamlining education management structures through the devolution of authority to schools, local communities and LGAs.

2.3 EDUCATION SECTOR DEVELOPMENT PROGRAMME

Following the ETP, a sector-wide approach to education development was initiated to help achieve the Government's long-term human development and poverty eradication targets, and to redress the problem of fragmented interventions. The essence of the sector-wide approach adopted in the Education Sector Development Programme (ESDP) is collaboration by key stakeholders, using pooled human,

financial, and material resources for the tasks of planning, implementing, monitoring and evaluating education. This approach establishes new relationships which promote partnership, co-ordination, and ownership amongst all groups of people with a vested interest in education.

The ESDP is an extensive undertaking which derives its objectives from the ETP. Those which are relevant to the primary education sub-sector include: comprehensive efforts to improve the quality of the education process, increases and improvements in access and equity for all children, the decentralisation of management structures, the devolution of authority to local levels, and a broadening of the financial base which supports the education system.

This plan for primary education has drawn on the master plans for basic education and teacher education. Master plans for secondary education and higher education are in the process of being developed.

2.4 TANZANIA DEVELOPMENT VISION 2025

The Tanzania Development Vision 2025 envisages the total elimination of poverty by 2025 and thus accords high priority to the education sector which is considered pivotal in bringing about social and economic transformation. It is expressly stated in the Vision 2025 document that:

“Education should be treated as a strategic agent for mind set transformation and for the creation of a well educated nation, sufficiently equipped with the knowledge needed to competently and competitively solve the development challenges which face the nation. In this light, the education system should be restructured and transformed qualitatively with a focus on promoting creativity and problem solving” (p.19).

The Vision for 2025 *is* the creation of a well-educated nation and a high quality of life for all Tanzanians. This Primary Education Development Plan is a start-up plan for achieving the education targets expressed in the Vision.

2.5 POVERTY REDUCTION STRATEGY PAPER

The Poverty Reduction Strategy Paper (PRSP) is a medium-term strategy, set in the HIPC debt relief context and developed through broad consultation. It focuses efforts on: (i) reducing income poverty; (ii) improving human capabilities, survival and social well being; and (iii) containing extreme vulnerability among the poor.

Education enables people to use their capabilities and to increase their earning potential. It also empowers individuals to participate in the transformation of their own lives and of society at large. A lack of basic education undermines efforts to improve health and nutrition, reduce infant, child and maternal mortality, and to address the causes and impact of HIV/AIDS. Considering the enormous potential of a well-educated nation in achieving economic and social well-being, the attainment of universal primary education (UPE) is a priority development target.

The PRSP re-emphasises that education is at the heart of development and has clearly prioritised education sector development in the effort to alleviate poverty. The PRSP provides a mechanism to articulate the Government's overall development policy. The ESDP and any sub-sector plans work within this overarching framework. The PRSP also provides the mechanism through which to rationalise and channel international support and assistance against the Government's own development priorities.

2.6 LOCAL GOVERNMENT REFORM PROGRAMME

The current Public Service Reform Programme (PSRP) focuses on performance improvement in the delivery of goods and services. The Local Government Reform Programme (LGRP) is an integral part of the wide public sector reforms. It is the primary mechanism for the decentralisation and devolution of power to local levels, a main feature in the delivery of education at primary level. The PEDP is set firmly within this decentralised framework and includes components that will help develop the capacity of personnel and structures at the local level, enabling them to participate in the comprehensive planning and delivery of high quality primary education services.

3. DEVELOPMENT PLAN FRAMEWORK

The Primary Education Development Plan has four strategic priorities: *enrolment expansion, quality improvement, capacity building, and optimising human, material and financial resource utilisation*. The four PEDP components are constructed around these strategic priorities. This section outlines each main component, and then details each supporting sub-component along with its objectives and strategies.

Currently, there are on-going education projects that address aspects of primary education improvement. All of these projects are contributing to education development and through their varied activities are giving insights into the realities of education delivery. These project activities will be gradually mainstreamed into the Primary Education Development Plan.

3.1 ENROLMENT EXPANSION

The highest priority for primary education is to increase overall gross and net enrolment of girls and boys. This will be done through a combination of strategies: (a) to increase enrolment rates of all groups of children; (b) to use existing teachers and classrooms more effectively; (c) to recruit new teachers and to construct new classrooms; and (d) to expand complementary education programmes for out-of-school children and youth. The four supporting sub-components are developed around these strategies.

3.1.1 Enrolment and Access

The enrolment targets incorporated in this plan will make rapid progress towards the attainment of UPE, but are based on managed growth strategies that take into account realistic assessments of human, material and financial resources.

The Government intends to expand enrolment starting with 1.5 million in the year 2002 and continuing up to 2006. Admission priority will be given to children who are seven years old. However, the school committee will decide on whether to enrol older children as the situation allows.

The Government has established a special National Education Fund to pay for the education of children from disadvantaged groups, including AIDS orphans. This will ensure that *all* girls and boys can be enrolled in schools.

OBJECTIVES

1. To enrol all children who are 7-12 years old into standard one by 2005.

New admission targets:	2002: 1,500,000
	2003: 1,600,000
	2004: 1,640,969
	2005: 1,041,880
	2006: 1,065,843

2. To ensure that the formal school system is able to cater for the bulk of school-age children.
3. To ensure that all girls and boys from disadvantaged groups, including AIDS orphans are enrolled.

STRATEGIES

1. *The Government will abolish school fees and all other mandatory parental contributions from January 2002 so that no child may be denied schooling.*
2. *The Government will establish scholarships from the National Education Fund to pay for the education of disadvantaged children, including AIDS orphans.*
3. *A multi-media public Information, Education and Communication (IEC) campaign will be undertaken to sensitise parents, mtaa and village leadership, Councillors and Local Government Authority personnel at all levels about PEDP and its implications.*
4. *The standard teacher-to-pupil ratio is 1:45.*
5. *School capacity in terms of teacher supply and classroom space will be ensured through the increased use of teachers and classrooms for double-shifts and multi-grade teaching, as a limited and interim measure.*

Overall Strategy for achieving full enrolment by 2004:

2002: Admit all 7-year-olds and as many as possible 8 year olds.

2003: Admit all 7-year-olds of 2003, all remaining 8 year olds of 2002, and as many as remaining 9 year olds of 2002 (now 9 and 10 years old).

2004: Admit all 7-year-olds of 2004 and all remaining 9-10 year olds of 2002 (now 11-12 years old).

2005 and 2006: Admit all 7-year-old children.

3.1.2 Teacher Recruitment and Deployment

The Government will assist LGAs to recruit, train and deploy adequate numbers of primary school teachers in ways that will effectively accommodate the big increases in pupil enrolment, and the increases in staff attrition rates as a result of various factors, including AIDS-related deaths.

OBJECTIVES

1. To recruit adequate numbers of new teachers.

New Teacher Recruitment Targets:	2002: 9,047
	2003: 11,651
	2004: 10,563
	2005: 7,286
	2006: 7,249

2. To establish teacher-to-pupil ratios that effectively accommodate enrolment increases.
3. To ensure an equitable and gender-balanced distribution of trained teachers.
4. To increase teacher-to-pupil contact time through effective teacher management.

STRATEGIES

1. *Publicity campaigns will target a higher quality of potential teacher, emphasising good career prospects and terms of service. Efforts will be made to reduce or eliminate financial obstacles facing new recruits.*
2. *Redeployment incentives, decentralised appointments and new recruitment will be put in place.*
3. *The standard teacher-to-pupil ratio is 1:45.*
4. *In practice some schools will need to function with a morning session and an afternoon session for several years. It is intended that 11% of the teachers will*

teach on double shifts in 2002, 18% in 2003, and 25% from 2004 to 2006.¹ It will also be necessary for some teachers to teach several grades in one classroom for a limited time.

5. *Orientation and capacity building will be provided to teachers and head teachers to ensure that multi-grade and double-shift teaching happens effectively.*
6. *The minimal school instruction week will be 20 hours of instruction time.*
7. *Adequate pre-service and in-service teacher development will be ensured.*

3.1.3 Construction

The Government will initiate a classroom construction programme that will provide enough classrooms and sanitary facilities for the expanded enrolment.

An appropriate mix of modalities for classroom construction will be adopted that are based on the specific communities' situations. The main PEDP funding mechanism through which LGAs and school committees can implement the construction programme will be the Investment Grant (IG). The Government has established the IG with the overall objective of improving the quality of infrastructure in primary schools. It will operate on a decentralised and demand-driven basis throughout the districts.

Teacher houses will also be built, especially in rural and remote areas of the country.

OBJECTIVES

1. To reconstruct 2-3% of existing classrooms per year.
2. To construct additional new classrooms, particularly in the first three years of the plan, to cope with the anticipated large increases in enrolment of 7-10 year olds.

New classroom construction targets:	2002: 13,868
	2003, 13,396
	2004: 14,203
	2005: 6,794
	2006: 5,832

3. To provide teacher housing as a deployment incentive, with priority given to female teachers in remote and rural areas.
4. To provide teacher housing for 30% of new recruits per year.

STRATEGIES

1. Although high during the PEDP period, these percentages will start to decrease shortly after the PEDP period as the enrolment surge tapers off, whilst at the same time new teachers and classrooms are absorbed into the system.

1. *67% of the classrooms will be used on a double shift basis from 2002 through 2006.*
2. *Decisions about priorities for classroom construction will be based on the Investment Grant's Classroom Shortages in LGAs schedule.*
3. *School committees will take responsibility for construction. They will be able to choose from several standard classroom designs costed at \$5000 per unit. Schools may also apply for an IG to cover the cost of sanitary facilities or teacher housing. Approved IG funds will be disbursed to the school bank account, through LGAs for which the Council will be fully accountable. As such the Council Director remains accountable for the proper use of IG while the school committee will be accountable to the village Council and the Council Director. Communities will have the flexibility to combine local cash, labour or other resources with the IG to improve the standard designs. District engineering staff will provide technical support.*
4. *Allocation of funds for teacher housing will give priority to rural and remote areas. Detailed criteria for IG allocation will be developed as the basis for including housing construction needs in the annual LGAs education plans.*

3.1.4 Out-of-School Children and Youth

It is estimated that more than three million Tanzanian children and young people between the ages of 7 and 18 years have dropped out of school or have never been enrolled. This very large number is likely to decrease with the abolition of user charges scheduled for January 2002, when an extra 1 to 1.5 million children are expected to enrol. However, given the capacity of the formal school system and the resource constraints likely to prevail in education for the foreseeable future, it is possible that significant numbers of girls and boys from the specified age group are likely to remain outside the formal system.

Non-formal education approaches will be expanded through a variety of initiatives and providers in order to address the backlog of unschooled young people in Tanzania. This expansion will be supported by the up-coming IEC campaign that will: (a) stress the importance of education for the future of individuals and society, (b) encourage people to enrol in education programmes and, (c) greatly reduce the likelihood of anyone dropping out. The guiding principle in these education initiatives will be that every effort will be made to induct children into the mainstream, formal provision. This means that the strategies for the complementary education programmes are designed for the short-to-medium term only.

OBJECTIVES

1. To expand complementary basic education programmes for children left out of the formal schools, including AIDS orphans.

STRATEGIES