THE UNITED REPUBLIC OF TANZANIA

THE EDUCATION SECTOR REFORM AND DEVELOPMENT PROGRAMME

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TABLE OF CONTENTS

List of Tables

LIST OF ABBREVIATIONS

CBOs	=	Community Based Organisations
CCM	=	Chama cha Mapinduzi
COBET	=	Complementary Basic Education Programme
CPO	=	Central Payment Office
CRCs	=	Community Resource Centres
CSD	=	Civil Service Department
CSRP	=	Civil Service Reform Programme
DBSPE	=	District Based Support for Primary Education
DED	=	District Executive Director
DED	=	District Executive Director
DEOs	=	District Education Officers
Ed-DP	=	Education Sector Development Programme
EMIS	=	Education Management Information Systems
ESCC	=	Education Sector Co-ordinating Committee
ESR	=	Education for Self Reliance
ETP	=	Education and Training Policy
FDCs	=	Folk Development Colleges
FTC	=	Full Technician Certificate
FY	=	Fiscal Year ....
GDP	=	Gross Domestic Product
GMPCs	=	Global Mobile Personal Communication Systems
GNP	=	Gross National Product
GOT	=	The Government of Tanzania
HEAC	=	Higher Education Accreditation Council
HIV	=	Human Immune Virus
IAE	=	Institute of Adult Education
IAGE	=	Inter Agency Group on Education
ICBAE	=	Integrated Community Based Adult Education
ICT	=	Information and Communication Technology
IDM	=	Institute of Development and Management
IFM	=	Institute of Finance Management
IMTC	=	Inter-ministrial Technical Committee
LEO	=	Low Earth Orbit
MATI	=	Ministry of Agriculture Training Institute
MCDWAC	=	Ministry of Community Development Women Affairs and Children
MIS	=	Management Information Systems
MLGRA	=	Ministry of Local Government and Regional Administration
MoEC	=	Ministry of Education and Culture
MoF	=	Ministry of Finance
MoSTHE	=	Ministry of Science, Technology and Higher Education
MUCHS	=	Muhimbili University College of Health Sciences
NECTA	=	National Examination Council of Tanzania
NGOs	=	Non-Government Organisations
OCs	=	Other Charges
OUT	=	Open University of Tanzania

PPTCs	=	Post Primary Technical Centres
PSLE	=	Primary School Leaving Examination
PSRP	=	Public Service Reform Programme
RAS	=	Regional Administrative Secretary
REFLECT	=	Regenerated Freirean Literacy through Empowering Community Techniques
REOs	=	Regional Education Officers
SDP	=	Sector Development Programme
SIAST	=	Sasktchewan Institute of Applied Science and Technology
SIDA	=	Swedish International Development Agency
SMC	=	Sector Management Committee
SMT	=	Sector Management Team
SUA	=	Sokoine University of Agriculture
TA	=	Technical Assistance
TAs	=	Technical Assistants
TES	=	Tanzania Elimu Supplies
TIE	=	Tanzania Institute of Education
TLS	=	Tanzania Library Services
TRA	=	Tanzania Revenue Authority
TRCs	=	Teachers Resource Centres
TSC	=	Teachers' Service Commission
TTC	=	Teacher Training Colleges
UAE	=	Universal Adult Education
UCLAS	=	University College of Lands and Architectural Studies
UDSM	=	University of Dar Salaam
UPE	=	Universal Primary Education
USD	=	United States Dollars
VCRs	=	Video Cassette Recorders
VTCs	=	Vocational Training Centres
WECs	=	Ward Education Co-ordinators

1.0 BACKGROUND AND PURPOSE OF THE EDUCATION SECTOR REFORM

1.1 Introduction to Education Reforms

Education reforms, and the undertaking of new education development programmes, is not confined only to underperforming education systems of the world. Even strong and well performing education systems, ranging from those in North America, South East Asia, and Europe, are constantly under scrutiny; facing hard choices of both investment patterns and programmes of study. All education systems have to search and reach out for the best lessons and experiences, both from within and from other countries, as they attempt to adjust to an ever changing external environment, and to the dynamic internal forces and concerns for new learning, new ways of doing things, as they strive to remain competitive in a globalising environment.

In this context and perspective, education reforms in Tanzania should not be perceived only from a negative notion of fixing some shortcomings in the education system. Rather, to see education reforms as a normal process in any dynamic society concerned about being more efficient, effective and relevant to the relentless changes that dictate the very nature of life of the society and the necessary changes for its survival and prosperity. Education reform has to be characterised as a dynamic and continuous process rather than a one time, one shot affair, that can result in learning from our own and other people's mistakes and successes, and hence the centrality of research and reflection. It is both a social and technical process of mobilization of material and non-material resources, focusing all energies of a broad spectrum of actors on the reform process and tasks.

It has to be appreciated that education reform is a difficult and challenging process as it takes place in a highly contested terrain where everybody who went to school has an opinion on either how to fix the education system, or how to make it work better. There are many vested interests in the education system, and hence competing, often conflicting and changing perspectives, objectives, approaches and strategies are often proposed. Yet this has again to be taken positively, since it is correct that education should be the concern of everybody in the country, starting with parents, children, professional groups, teachers, religious groups, the military, businessmen, labour or trade unions, political parties, and the government of the day. Ultimately, the success of education reforms will very much depend on political and technical skills, and the will to forge a coalition to support the new directions, expenditures, and presumed outcomes of the education system.

1.2 The Role of Education in Social, Economic, Political and Technological Development

There is no doubt all over the world today that education is a key input for economic growth, social, political and cultural progress of nations. Education is the only single factor with the greatest and most pervasive multiplier effects in any given economy as it touches the lives of all persons in the country. The two critical outputs of the education system that feeds into the national economy are:
- the human resources that manage or will manage all sectors of the economy, including the social and political processes associated with the economic wellbeing of the nation; and

1

- the knowledge, attitudes, motivations, and entrepreneurial dispositions essential for the economic and social health of the country.

Education is increasingly becoming the key factor in economic production and a source of comparative advantage among nations and societies in all countries. The capacity to generate, acquire, adapt, and use knowledge effectively is increasingly dividing the world between the rich and the poor, fast and slow growing economies, dynamic and stagnant societies, stable and unstable communities. It is this centrality of the role of education in economic growth and social progress which calls for the continuous examination, reflection, and reform of the education system. While the economic and social development processes in the country are complex, multifaceted, and holistic such that they cannot be reduced to a few variables, all evidence now suggests that without quality education, the process of economic development can be seriously jeopardised.

Education has other positive externalities or benefits which include:
- improved health and nutrition status, lower petty crimes, moderation of population growth resulting from low fertility rates, child spacing, and smaller family sizes; and
- improved quality of social needs – such as for education itself, clean water, better health services, environmental conditions, better governance, and greater democratic participation in civic life.

Educators have the humility to appreciate the fact that education is only a necessary but not sufficient condition for economic progress but the symbiotic relationship between the quality of human resources in a country and economic prosperity is firmly established and the causation runs both ways in a dynamic and dialectic fashion. Human resources have to grow qualitatively and quantitatively for the economy to prosper, but similarly the productive (economic) sectors have to grow and diversify if opportunities for educational growth, diversification, and efficient utilisation of human resources is to happen.

The specific and precise contributions of education may vary from one country to another but there is no doubt now that the more developed and sophisticated an economic sector is, the more dependent it becomes on the quality and level of education of its workforce. Industrialisation, in particular, requires advanced forms of scientific knowledge and methods based on organised education, training and experience that facilitates technology transfer, adaptation, and efficient utilisation. Similarly, in agriculture, education has been shown to contribute to improved productivity, utilisation of technology, and management of farm produce. The quality of service in institutions such as banks, insurance, power, water, health, and use of these services will, likewise, improve with the level and quality of education.

In short, education has positive benefits both at macro level and at household and community levels. At macro level, there is compelling evidence that:
- an educated workforce of commendable size is a necessary, though not sufficient, condition for economic development;
- there is a strong correlation between national investment in education and economic growth;

- countries can hardly achieve sustainable economic growth and take off before the universalisation of primary education of reasonable **quality** and **duration**; and
- at micro levels, education does not only increase skills and knowledge but also changes values, raises broader awareness, develops emotional sensitivities, forms relationships, reduces bigotry, reinforces national identity and unity, strengthens communities, revitalises religious organisations, and raises political awareness, including safeguarding human rights and promotion of democracy.

1.3 Situational Analysis

The education reforms proposed for Tanzania will not be taking place in a vacuum. Rather, they will be circumscribed by various contexts such as economic, social, political and technological environments.

1.3.1 The Economic Environment

1.3.1.1 Preamble. The implementation of nation-wide economic reforms in Tanzania since the mid 1980s has, to a great extent, brought confidence to stakeholders in the economy that structural imbalances in the macro-economy can be corrected, and a process of sustained economic growth can be restored. However, the commendable achievements recorded so far in macro-economic aggregates seem insufficient in mitigating the decline in the delivery of social services. The various economic reform programmes appear to have left the social service sectors unprotected. In addition, distributional equity of the mild economic growth is still proving to be elusive.

1.3.1.2 Structure of Gross Domestic Product (GDP). Though agriculture has remained the main source of economic growth, accounting for 50.1% of the GDP in 1997 in real terms, the reforms in the macro-economy have opened up opportunities in other sectors, like services and mining, thus promising to increase their relative importance in the GDP. This will have a stabilising effect on growth, which is currently being eroded by instabilities in the agricultural sector brought about by factors like the vagaries of weather, price instabilities, and currency fluctuations.

1.3.1.3 Export diversification. The risks of reliance on primary agricultural exports in the past explains the recent drive towards diversification to non-traditional exports, with some vivid tangible achievements. For instance, between 1996 and 1997 the share of non-traditional exports in total exports jumped in absolute terms from 25% to 51%. This can largely be attributed to tax and non-tax incentives implemented in the post 1986 period. The lasting impact of export diversification is to improve and stabilise foreign exchange earnings to meet the country's requirements for sustained growth and improve people's welfare, especially education.

1.3.1.4 Trends in pure economic criteria. The unfavourable macro-economic indicators of the pre-reform period have now been reversed. For instance, the GDP growth rates have been above the population growth rate of 2.8%, sustained at 3.3% in 1997. Growth of per capita incomes in real terms has been modest - at 0.5% during 1997. The inflation target of a

single digit has not been achieved though it is close to it at 12.1% in November 1998, from close to 30% in 1990.

Arresting inflation protects the purchasing power of incomes and gives confidence to investors. Tanzania had not been able to avoid a budget deficit in the recurrent budget. The situation has improved since 1996/1997, recording a 2.3% surplus. Containing budget deficits, through austerity measures like cash budget system, helps to arrest inflation and to build confidence in government budgetary operations.

1.3.1.5 The debt burden. With a total debt stock of over US dollars 9.4 billion (external) and 1.3 billion (domestic) by 1998, Tanzania is one of the highly indebted countries, a factor which is straining the government budget, claiming about 35% of export earnings and about the same percentage of government recurrent revenue. Despite various initiatives towards relief, these have proved to be inadequate in view of the fact that the multilateral debt, which is not subject to relief arrangements, is quite significant (at around 49%), and that the country still continues to borrow. However, a multilateral debt relief fund has been set up and various donor countries have already contributed to this fund. The more positive aspect about this fund is that the government counterpart funds have to finance social sectors as a conditionality. A reduced debt burden increases stability in the government budget, decreases uncertainty over exchange rate stability, and releases resources (foreign and domestic) for the government to invest in economic and social infrastructure.

1.3.1.6 Implications on education sector reforms. Here there are two main issues:: compatibility of the contemplated education reforms with overall reforms in the macro-economy, and addressing adequately the issue of funding. Reforms in the education sector have, since, 1992 revolved around the issues of systems, structures, management and administration, quality, access, participation, equity, and finance. The feasibility and fundability of the sector reforms depend on the ability of the Government to increase the volume of resources and raise incomes of citizens to enable them participate proactively in private provision or any other form of cost sharing. Increased opportunities provided by the economic environment such as sustained growth, and low inflation rate are the recipes to improving private sector participation. With respect to government finances, increased revenue out of taxing a wider base, high and stable foreign exchange earnings, decreased fiscal deficits, and most importantly, decreased external debt burden, are the most important aspects of increasing government ability to meet its obligations in the entire reform programmes, and in the education sector, in particular.

1.3.1.7 The challenges ahead. The challenges relate to how the resources in the economy, both public and private, will be used efficiently in both static and dynamic sense, so that enough resources can be mobilised to fund the education sector reforms and programmes. In brief, this entails:
- getting priorities right – at the macro-economy level and the micro level, and in the education sector, in particular;
- balancing government role in the education sector - ensuring that the government does not abdicate its role in basic education or attempt to do too much; and

- increasing the size of the national cake. All said and done, without ensuring sustained high GDP growth rates of over 8%; and increased per capita incomes, the reforms in the education sector will be greatly compromised.

1.3.2 The Social Environment

Tanzania remains one of the poorest countries in the world, with an estimated per capita income of USD. 150 by 1998 estimates. It also has a rapid population growth at the rate of 2.8 percent per year. Currently, Tanzania has a population of approximately 32 million people. Although the economy has been growing since 1986, reducing the percentage of the population in severe poverty from 51% to 42% in 1991, this growth has been accompanied with greater inequality. The income divide has become so wide that it is posing a threat to national unity and social cohesion, policies that Tanzania has prided itself all along.

Tanzania is going through serious social transformations which are adversely affecting the people's lives, including rapid urbanisation, the coming of new media, declining morals and perverted behaviours. Up to the mid 1970s, it was estimated that only 5% of the population lived in the urban areas. At present, the urban population is estimated to be around 22% of the total population. Much of the increase has been due to the migration from the rural areas, particularly by the youth in search of paid jobs. This has contributed to a rising urban unemployment, with undesirable consequences, including the strain on the already paltry social services like housing, sanitation, and the rise of crime. The rural areas have been deprived of the more energetic human resources who are at the same time not being productively engaged in the towns.

The television, a new media scene, especially in Mainland Tanzania, is already registering an effect, particularly upon children and youth. A large percentage of television air time is devoted to foreign programmes which have little or no relevance to Tanzania. Slowly, the children and youth are imbibing foreign cultures, internalising and practising behaviours which cannot pass for decency or uprightness. The video culture is causing degradation of the national cultural fabric.

There is a very noticeable decline in morals and behaviours among people including corrupt behaviour manifesting itself in theft, conmanship and dishonesty. Diligence and concern in attending to one's duties are now very rare attributes among workers. The family institutions are collapsing. The threats to the family as an institution are many, while biting poverty amidst excessive affluence are outstandingly prominent. Indicators of basic human welfare have been stagnant or worsening.

At the national level, fragmentation and tensions are starting to emerge, based on religion, localities, ethnicities, culture, incomes, rural–urban disparities, and levels of education. The clear message and role of education are to take on these challenges such as poverty eradication, correction of moral decadence, fostering national unity, fighting against bigotry, reducing the rural-urban migration; and corruption.

1.3.3 The Political Environment

Education is critical in all political systems because of its normative, instrumental, cost and all embracing nature. All political systems accord education a normative value. Political systems and their societies value education because it is a good thing to acquire knowledge and an understanding of nature and society. Education is an important status symbol for individuals, families, groups and nations. This is more so because education has an instrumental quality, both at the level of the individual and also at the level of the nation. At the level of the individual, education imparts knowledge, skills and techniques to carry out specific tasks, which are indispensable in engaging in employment, trades, and professions. It is thus critical in securing gainful employment, income, and wealth. It is one of the important vehicles of upward mobility in every society.

Nationally, education is important in raising the skill levels of the population, in socialising the young and moulding the diverse groups in a society into one cohesive viable nation. More importantly, education has a cost value. It costs vast resources for nations to educate their populations and for families to educate their sons and daughters. This is more so if the need is for high quality higher education. Decisions, thus, must be made at the level of the nation and individual families in mobilising the needed resources. Finally education is a scarce commodity. Because of its normative and instrumental value, the need and demand for it is universal. Overwhelming majorities of people in any country demand education. However, because of its cost, it cannot be available to all at all levels. Consequently, governments are hard pressed to assure equal access to education for all groups and individuals in societies. Governments are also obliged to assure a fair distribution of the burden of meeting the costs of education.

Education is, consequently, a field of contestation and struggle as different groups in society try to access and enjoy it. Different perspectives arise as to what kind of education will be provided, to whom, by who, how, when, at what cost, at what time, and for what purpose. All these are political questions in nature as contention and conflict may arise in society around these issues. Different perspectives and answers may develop from either religious, class, racial, or ideological groups. Socialists, for example, may prefer basic education for all while elitists may prefer secondary and university education for a few. Some may prefer public provision and production of education services, while others may prefer a private alternative. It is this contestation and engagement among main actors, as well as the resultant solutions and compromises that constitute the political environment for education reforms.

All political parties and governments develop positions on these and many other related issues as raised above. These are normally elaborated in their manifestos and are often simply called education policies. Often, such policy declarations derive from broader and more fundamentally different political treatise and platforms. Apart from indicating the policy choices, such policy statements serve to educate and guide decision making at all levels in society. They become the guide for the individual, the head of the family, the teacher, the headmaster, the educational planner and manager, and the politicians alike. These political policy packages lie at the core of the political environment.

6

Tanzania, today, remains a relatively peaceful and cohesive society. However, political parties, now about 13 of them, have emerged. While the ruling party, CCM, remains the dominant force, it cannot dictate national policies as hitherto was the case during the mono political culture period up to 1990. Now the three branches of the state - the executive, legislative, and the judiciary - are assuming their independence as manifested by debates and rejection of bills in parliament. The ruling Party has not completely abandoned its socialist ideology, characterised by the notion of free social services, including education. Yet, the dictates of structural adjustment, subsuming budgetary cuts and discipline, cost sharing, and diminished role of the state are real and compelling. The quality of education has dramatically deteriorated as resources have declined significantly.

Politically, education has once gain become a hot issue. The decline in the quality of education is a disturbing issue for most Tanzanians, some of whom have abandoned public schools for expensive private schools in the country or abroad. Issues of cost and access have once again become divisive. One of the emerging hot issues is equitable access to education provision by all groups – demarcated by religion, gender ethnicities, geographical locations, class and social cultural leanings. Educational reforms have to contend with these conflicts.

Current political and economic reforms are impacting on the above situation in two mutually reinforcing ways. The liberalisation of the economy and the education system have led to a proliferation of private schools, some of which are delivering very high quality education. Though non-discriminatory in their admission policies, ability to access them is not evenly distributed. Budget cuts have also led to the abandonment of many practices which, while contributing to national integration, were also costly, for example, boarding schools, national placements and umbrella subsidies. These tendencies are generating a large uneducated and/or under educated segment of the population, a good part of whom consistently belong to some native groups. The resultant inequities in access to education, and ultimately jobs, are becoming a source of anger and alienation for significant proportions of the population as their extent widens.

The Government and the Ruling Party pronouncements on the subject of education are sometimes not taken seriously because of some complacency in the system which has to be addressed. All political groups now decry the decline in budgetary allocation to education; the fall in the quality of education and standards; the creeping elitism; discrimination and exclusivity; and poor management of the education sector. The reform of the education sector must bear these concerns in mind. The following are the most pertinent. First, because of its normative and instrumental value, education is highly valued by all Tanzanians. Secondly a certain degree of equity in access is necessary if conflict and struggles over it are to be avoided. Thirdly, education is a costly affair. A good balance, therefore, needs to be struck between high quality universal education, on the one hand, and its cost, on the other. A voluntary political consensus can be developed around these issues. The challenge is for the political elite to develop that capacity for consensus building, which is currently glaringly missing.

1.3.4 The Global Technological Environment

1.3.4.1 Introduction. The twenty first century and of the third millennium Tanzania should be dominated by science and technology. To be able to live and work effectively in the twenty first century, therefore, would require individuals who are properly educated and trained in science and technology, and this constitutes the challenge that the education sector in Tanzania faces today.

1.3.4.2 Science and technology in the Twenty First Century. Progress is anticipated across a broad spectrum of scientific and technological fields, and those relevant to Tanzania are agriculture and animal husbandry, transport and communications, health and education, the environment, mining, tourism and the leisure industry. The technologies relevant to these six sectors are genetics, energy technologies, medical discoveries, new materials and information, and communication technologies.

1.3.4.2.1 Genetics. Genetic engineering is going to revolutionise agriculture, animal husbandry, and health. Plants and animals will be genetically engineered to give them special characteristics such as drought resistance, tolerance to temperature extremes, and resistance to diseases and insect pests. Plants could also be engineered to be richer sources of vitamins and minerals such as iron and sodium that are required by the human body. Cloning of animals will also expand in scale and nature. In the health sector, major developments would include the cultivation of cells as a substitute for organ transplants and genetherapy. Issues of ethics related to genetic engineering will be a major concern in the twenty first century.

1.3.4.2.2 Information and communication technology. Information and communication technology (ICT) is the fabric of the information society of the twenty first century. The integration of computers, telecommunications and broadcasting will bring multi media and virtual reality services to the home, office, school, and factory. Satellite technology will be exploited to provide communication to both urban and rural areas. Low Earth Orbit (LEO) Satellites, Global Mobile Personal Communication Systems (GMPCS) and geostationary satellites will be used to provide a community and personal communication service. ICT will also be used to improve navigation systems, automate highways and improve the control of vehicles, trains, ships and aircraft leading to faster and safer travel. ICT will improve access of everybody to global information and knowledge resources, thus revolutionalizing the way teaching and learning is done.

1.3.4.2.3 Energy. Future energy needs will be met by a variety of sources with an increasing emphasis on the use of renewable energy sources such as wind, solar and water. On the end-use side, emphasis will be placed on use of more efficient, environmentally-friendly devices. Water energy use through current turbines, the underwater equivalent of windmills, will be of increasing importance. This is a renewable energy source of great potential. The use of new materials such as superconductors will lead to small but efficient energy sources such as generators and transmission systems.

1.3.4.2.4 Medical research and technology. Genetic therapy will increasingly be used to cure diseases such as diabetes, a major concern in Tanzania. Major advances in brain

neuroscience, such as nerve cell regeneration, are likely to benefit millions who are victims of spinal cord injuries. The combating of the ability of bacteria to gain resistance against antibiotics and other drugs will be a major challenge for the 21st century as will be the development of a vaccine against malaria and HIV.

1.3.4.5 The environment. The quest for a cleaner environment will spur the use of zero-emission and/or cleaner technologies. Technology use in energy production, transmission and end-use and in transportation will have to meet strict emission limits on greenhouse gases which are responsible for climatic change.

1.3.4.6 Implications for Education Sector Reform and Development. The anticipated developments in science and technology will necessitate reforms in the education sector in Tanzania in the areas of teaching and learning, financing, evaluation, inspection, research, libraries and information services, and in the management of institutions.

1.3.4.6.1 Teaching and learning. The balance of the curricula will have to substantially been shifted to mathematics and science subjects at primary and secondary school levels. The teaching of English at primary level will need to be improved and started at a much younger age since English is, by far, the language of the Internet. Computer literacy for all secondary school students should be a target to be met before the end of the first five years of the first decade of the next century, with a long term aim of having computer literacy for all by the end of primary education. It is hoped that by then the purchasing power of individual households will have improved such that they can afford these technologies.

The use of ICT at all levels of education will be encouraged and will be a must for all
    universities in the short term. The aim should be to use ICT to:
- increase access of students and staff to global information and knowledge resources;
- use distance education methods to reach more students and to provide lifelong learning opportunities to ex-students. Refresher courses for teachers at all levels will be necessary to better prepare them to reform the education sector and be effective players in the reformed system;
- develop subject matter content that is relevant to Tanzania;
- compete with other ICT-based providers of education services from around the world; and
- network with other local and international institutions to foster collaboration and co-operation in teaching and in the organisation and management of teaching.

1.3.4.6.2 Research. Research, and especially scientific research, is an expensive undertaking and few countries in Africa have the human resource base to carry research in a large number of areas. Collaborative research is therefore crucial for African countries and ICT can be harnessed to bring this about. Computer communication networks are necessary for access to global information resources and for sharing information. Joint publication of books and journals and making these accessible electronically will be a major output of collaborative research, using ICT.

1.3.4.6.3 Libraries and information services Libraries in educational institutions in Tanzania contain old books and periodicals. They need to be empowered to use ICT to enable readers to access global databases of information/knowledge. The use of multimedia technology

would allow users to visit the world's great museums and libraries and share the world's cultural and scientific heritage. Libraries will need to be developed to be able to:

- organise locally produced information in indigenous scientific and technical areas;
- promote the sharing of information resources; and
- evaluate information available on the Internet and advise teachers and students on its relevance to their programmes.

1.3.4.6.4 Management of institutions. Educational institutions will have to adopt modern management techniques for effective and efficient provision of educational services. This may require embarking on strategic management programmes and the setting up of management information systems covering personnel, finance, students records and the library.

1.3.5 The Education Sector

The formal education system in Tanzania Mainland comprises of seven years of primary education, four years of lower secondary, two years of upper secondary, and a minimum of three years of university education i.e. 7:4:2:3+. Pre-primary education has remained pretty small, informal, and in the private sector mainly, while adult education is both non-formal and informal but currently small in the scale of operations. Zanzibar maintains its system of education up to secondary level but higher education is a union matter that is incorporated into the national higher education system that will be addressed later in this document. The basic and secondary education sectors in Zanzibar will need a separate appraisal.

Primary school enrolment reached 4,057,965 in 1997, all of it basically public as there were only 6,252 pupils in the private sector. The total teaching staff at primary level was 109,936 teachers, giving a teacher - pupil ratio of 1:37. The participation rate were 56.7 net enrolment ratio and 77.9 gross enrolment ratio, suggesting that there are many overage children outside the schools and the system is incapable of absorbing them. Recorded repeaters were 84,381, but this figure could be spurious as many repeaters are not identified.

The secondary education total enrolment for both lower and higher levels in 1997 was 225,607, distributed as follows.

Table 1: Secondary Education Enrolment

Secondary Education Enrolment	Private	Public	Total
Lower Secondary	102,262	105,298	207,560
Upper Secondary	6,789	11,258	18,047
Total	109,051	116,556	255,607

The absorptive capacity of the secondary education system has remained quite limited. In 1997 the public sector absorbed only 35,057 out of 359,337 primary school leavers or 8.5 percent, while the private sector took 29,768 percent or 8.3 percent. These results in a very steep pyramid and accounts for a very low participation rate of about 5 percent (gross enrolment).

The transition rate from lower to upper secondary was 14.8 percent in 1997, out of 42,943 students who attempted the final examination. The total teaching force in the entire school system, including teacher training colleges, was 122,432 in 1997, out of whom 109,936 were in primary schools, 1,062 in teacher education, and 5,075 in private secondary schools, while public secondary schools had 6,359 teachers. Their qualifications (all teachers) were 2,151 graduates (1.76 percent); 9,006 diploma (7.36 percent); 47,783 Grade A (39.01 percent); and 63,492 Grade B/C teachers (51.9 percent). This suggests that the majority of teachers are primary schools leavers, and 90.87 percent of them have 12 or less years of schooling, plus the professional training of varying duration.

Higher education in Tanzania in 1998 consisted of three public universities, a dozen emerging small private universities, three technology institutes of Dar es Salaam, Mbeya, Arusha, and Karume in Zanzibar. Then there are about 13 diploma granting non-university institutions such as IDM, IFM and the Social Welfare Institute. University enrolments stand at 9,370 students while technical colleges enrol 1,827 students. The non-university diploma granting institutions enrol about 3,500 students. There is a horde of post secondary institutions managed by individual ministries and parastatals such as those 108 institutions for health workers training, folk development colleges, financial training institutions and about 16 MATIS (Agricultural Training Institutes). Their enrolments are not immediately available due to the dispersion in management and enrolment fluctuations. However, they are all pretty small and in distress during this period of liberalisation. Most shall be converted into secondary schools.

1.4 Problems, Strengths, and Opportunities

1.4.1 Problems

There is no dynamic education system in the world that does not have problems. Tanzania is no exception. The education system is fraught with some serious developmental problems that include the following:

- **Poor participation rates**. These are ranging from 56.7 percent net enrolment at primary level to 5 percent gross enrolment at secondary level, and 0.27 percent in university education. These percentages are very low by all standards, and they have been either declining, at least at primary education level, and stagnant at other levels.

- **Poor quality of education.** While there are some success cases, many parents and employers are greatly disenchanted with the products of the education system, as manifested by the low numeracy and writing skills of students at all levels, low employability rates and poor presence and presentation of the students themselves.

- **Underqualified teaching force**, Primary schools are staffed by primary school leavers to the tune of 70 percent; secondary schools by secondary school leavers – 81 percent; and this state of skewed qualification applies at all other levels and institutions, including universities.

- **Under funding of the foundation tiers**. Primary and secondary levels are getting only 2.5 percent of the annual government budget, which result in low capitation and poor supply of key education inputs such as textbooks and teaching technologies.

1.4.2 Strengths

The Tanzania education system has got some strong points, given the population size and geographical coverage and variation, the level of funding, and the short history of its existence. The strong points include the following:

- **Existence of a national education system**. The network of education institutions all over the country, is centrally co-ordinated through a system of directors and service institutions such as for curriculum development and examinations. At primary level, schools are at walking distances from households while secondary schools and post secondary institutions are open to any person able to pay some literally token sums irrespective of region, religion, race or creed.

- **The key offices** such as of directors, district and regional education officers ward co-ordinators levels are satisfactorily staffed, and communication seem to work fairly well throughout the country.

- **Predominantly indigenous people** are managing and teaching the schools and institutions of higher learning.

- **Strong government and donor support** as manifested by allocation of resources and donor presence in many education discussions.

- **Some schools,** especially seminaries, special schools, and some private schools are doing very well indeed, suggesting that the system has not caused a permanent damage to children and teachers, so it is a matter of fixing it rather than creating a new system.

1.4.3 Weaknesses

Quite often, education problems are not synonymous with the weaknesses of the system. You can have a weak education system but schools function quite well, although often, education weaknesses may affect the quality of schooling outcomes. The few weaknesses that need to be mentioned here are:

Fragmentation of the system. The formal education system is currently controlled from three loci-higher education in the Ministry of Science, Technology and Higher Education; primary education in the Ministry of Local Government and Regional Administration; and the rest – secondary and teacher education plus support units in the Ministry of Education and Culture. These are three independent Ministries of equal status. In addition about 13 other ministries have training institutions. The result of this fragmentation is the lack of proper co-ordination, cohesion, a vacuum in leadership, and high overheads. This exacerbates and compounds co-ordination problems.

Inefficiency indicators. The Tanzania education system is characterised by some internal inefficiency indicators as:

- low staff student ratios of 1:37 at primary level; 1:18 at secondary level, and about 1:6 at tertiary and higher education levels;
- poor maintenance culture in schools; and
- high rates of wastage that manifest in high repetition, late entry to school grades, later graduation from the system, high dropout rates, both physically and psychologically.

Poor policy implementation. Over the years, Tanzania has had excellent progressive education policies such as community education, education for self-reliance, adult education, universal primary education, work oriented practical education (e.g. diversification for relevance). Yet, most of these policies have not been fully and satisfactorily implemented.

- Formal policy formulation takes far too long. For instance, the current Education and Training Policy which lends legitimacy to this exercise has taken about 10 years while schooling is continually deteriorating.

Weaknesses in the enforcement of quality indicators. Although an elaborate inspectorate system exists and there are executive education officers, both at regional and district levels, the system has developed some weaknesses in enforcing quality indicators such as:
- staff-student ratios are poor and skewed in favour of urban areas; and
- classrooms sizes and the whole physical infrastructure differ greatly and the quality and availability of teaching materials differ in quantity and quality across time and space.

Time spent on learning, and in school in general, has been slackening, with late start and premature closure of schools, and teacher absenteeism is reported to be on the increase. These are some of the critical issues and problems that shall be addressed in the planned reform.

1.5. Lessons from some of the Ongoing Projects

The Government is fully aware of the importance of learning from our own past experiences. Currently there are several donor supported initiatives which are at different stages of implementation. Some of such projects include DBSPE – District Based Support to Primary Education, Community Education Fund, Girls Secondary Education Support, Secondary Education Science Support, and others in Tertiary and Higher education sub-sectors. The Government will conduct both formal and informal evaluation of these experiences so that the SDP implementation strategies learn from them. Moreover these initiatives are part and parcel of the ED-SDP reforms and will be integrated as implementation takes root. Similarly, the financial commitments of these initiatives will complement the new reforms.

1.6 The Expected Interventions or Reforms

1.6.1 The way the educational reforms plans have been designed will ensure that not only the professional experts and technicians participate in them but also the broader civil society. A Commission with broad membership shall be established to review operational modalities of Ed-SDP, with a view of enhancing effectiveness, and efficiency, and ensuring indigenous ownership, control, and the provision of leadership. This change is inevitable due to the fact that the implementation of Ed-SDP is a shared responsibility among various stakeholders.

1.6.2 The reform process shall also include a departure from fragmented, narrow, stand-alone projects approach in education development that has had limited impact, and has created difficulties in co-ordination and management, to a sectoral development partnership where sector plans are conceived and implemented while taking into account broader development strategy, vision, and fiscal policies. This approach is intended to evolve into a sustainable education sector development programme. The following actions will be taken as part of the government's commitment to the education sector reform and development programme process:

- a clear articulation of selected policies and broader development objectives;
- development of agreed sectoral and sub-sectoral policies and strategies, including prioritisation of public expenditure and specification of clear roles for the public and private sectors in education management and financing;
- a clear definition and assessment of the required short, medium, and long term resource envelope, including its linkage with forward budget plans and the broader macro-economic outlook;
- improvement of management and audit arrangements for the common fund disbursement and procurement of services;
- evolving of an institutional reform and development in line with broader civil service and local government reform programmes and strategies; and
- putting in place processes for strategic negotiation and sector performance review among all stakeholders.

1.6.3 The broad objectives and targets of to Ed-SDP to be achieved by 2015 shall, therefore, include the following:

- a contribution towards a 50% reduction in the incidence of poverty;
- provision of high quality Universal Primary Education (UPE);
- a contribution towards reduced population growth rates to around 2.4% per annum via falling fertility rates due to increased relevant education;
- a better educated work force for a diversified and semi-industrialised economy;
- a contribution towards reduced environmental degradation;
- an increased awareness of democratic process and more informed decision-makers; and
- a rise of the per capita income from US$ 120 per annum (1998) to US$500 by the year 2015 as an indicator of the impact of quality education on the economy.

As the nation's resources are scarce, the reform programme shall be implemented in three phases, each of 5 years duration.

1.7 The Programme Phases

The Government has set the Year 2015 as the target for realising the Ed-SDP reform goals. A complex and comprehensive reform programme like the one described in the preceding section, however, requires intelligent visualisation of the interrelationships and interdependence of sub-sectors in the effective realisation of programme goals and objectives. Such conceptualisation should enable one to rationally phase the programme into action plans and determine priorities within each phase. Priorities within each programme phase shall be determined through a transparent, intelligent and objective criteria of merit. The criteria has to take into account the logical connections, interrelationships and interdependence of strategic parallel interventions in other sub-sectors in order to facilitate effective realisation of given objectives in a sub-sector or the entire sector. Such approach will ensure that none of the sectors will be completely left out, while resources are being concentrated at a given sub-sector. Of equal significance is the need of being able to visualise the impact of the first phase programmes.

Secondly, the phasing has to be done in such a way that the initial stages concentrate on establishing and streamlining the system and structures to support effective management and implementation of the programme. It must first concentrate on the foundational and strategic programmes – improvement of basic education so as to have better quality inputs into other programmes – secondary, tertiary and higher education. Similarly it must first concentrate on providing foundational knowledge and skills for life, for over 80 per cent of students who might not receive any other form of education in their life-time, but are supposed to be productive and useful members of the society. It has to concentrate on capacity building and putting in place management and monitoring mechanisms for effective future work.

It is within this dynamic vision that the government recommends that the Education Sector and Development Programme shall be implemented in three interrelated and interdependent phases.

The first phase (1999–2004) shall concentrate mainly on establishing and streamlining the whole system and its structures for effective and efficient management and monitoring of the programme reforms and targeted developments in the education sector. It will also place emphasis on specific strategic interventions for basic education in order to bring about desired changes.

The second phase (2005–2010) while continuing to place emphasis on consolidation of gains made during the first phase, shall concentrate on initiatives intended to reform and develop the secondary as well as tertiary and higher education sub-sectors. Detailed plans outlining activities to be implemented during the second phase shall be developed during the first phase. It is self-evident that budgetary allocations, both within a tier, and across tiers will remain dynamic and thus change during the second phase in favour of secondary, post secondary, and higher education.

The third and final phase (2011-2015) shall essentially be a consolidation one when areas still lagging behind will be addressed as well as institutionalising the capacity to sustain the

reforms embarked on during the first and second phases. During this phase, the Government shall also involve preparations for gradual phasing out donor dependence and should be able to sustain the system with minimal external assistance.

1.8 Thrust of the First Phase – 1999 to 2004

Consistent with broader development priorities and the Long-term Vision for Education Development in the Year 2015, the following shall be the thrusts of the First Phase of the Ed-SDP.

The highest priority will be to *assure growing and equitable access to high quality primary education* and adult literacy through facilities expansion, efficiency gains and quality improvement measures, accompanied with efficient supply and use of resources. Removal of gender, regional, geographical and social inequities in the provision of education will be a central policy objective.

The second priority will be for the Government to create an enabling environment *for effective public-private partnerships in education,* especially for secondary and post-secondary/higher education provision while not abdicating its obligation in the partnership formula. The Government's role will be mainly to ensure equitable access and support for the less well-off, and to ensure that public and private services are of high quality and cost-effective.

The third priority will be to strengthen the capacity of *central ministries for policy formulation, strategic thinking and interventions,* including better interfacing among Ministries of Education, Finance, Planning, Central/Local Government and other stakeholders. The outcome will be a clear formulation of feasible strategic priorities.

The fourth priority will be to strengthen the capacity of *district and school authorities for the planning and delivery of pre-primary, primary and secondary school services.* An important first step will be to redefine responsibilities and authority at the centre, districts and schools, including introducing necessary legislation and regulation reforms and capacity building measures.

2.0 THE RELATIONSHIP BETWEEN THE EDUCATION SECTOR REFORMS AND OTHER NATIONAL POLICIES

The education reforms in Tanzania will take place in a rich ambiance of related policies. Ever since the liberalisation and privitalisation processes started in the late 1980s, the Government has taken bold measures to align social policies with the new circumstances, ideology and global developments. The measures range from a search of a national vision to sectoral social policies as follows:

2.1 Tanzania Vision 2025

Vision 2025 targets at a high quality livelihood for all Tanzanians through the realisation of, among others, universal primary education, the eradication of illiteracy and the attainment of a level of tertiary education and training commensurate with a critical mass of high quality human resources required to effectively respond to the developmental challenges at all levels.

Education will be treated as a strategic agent for mindset 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 will have to be restructured and transformed qualitatively, with a focus on promoting a science and technological culture from its lowest levels, giving a high standard education to all children between age of 6 - 15. Basic sciences and mathematics will be accorded great importance in keeping with the demands of the modern technological age while not losing sight of the humanities. The vision emphasise the need to ensure that science and technology education and awareness of its application for promoting and enhancing productivity permeates the whole society through continuous learning and publicity campaigns.

In addition, the poor communities will be targeted to ensure their access to basic education. The resource base will be broadened to ensure adequate funding for education from primary to university levels. More resources will be allocated to tertiary and higher education while management capacity to cope with the requirements of the education sector will be increased. The vision also points out the need for enhancement and encouragement of pre-school education.

According to Vision 2025, these challenges will be met through the reduction to manageable levels, the high unit costs in higher education and training institutions, promotion of partnership between industry, the private sector and communities in the provision of education, revision of the curriculum to give it a greater science and technology orientation, encouragement of a balance between personnel and other inputs, encouragement of private investment at the local level in order to tap their creative capacity, promotion of special programmes targeting poor households to ensure their access to basic education, as well as putting in place mechanisms for developing and utilising science and technology at all levels of education and training.

In short, Tanzania aspires to be a nation with high quality education at all levels, a nation which produces the quantity and quality of educated people sufficiently equipped with the requisite knowledge and skills to solve the society's problems, meet the challenges of development and attain competitiveness at regional and global levels.

2.2 The Macro Economic Policy Framework

The education reforms in Tanzania are taking place when the economy is truly at crossroads. From 1980, the economy has been going through a quite stressful transformation, from a centralised command economy where the state did not only own some major means of production, but also was the main provider of social services such as education and health. Thus momentous strides have been made in the rationalisation of investments, liberalisation of the economy, and privatisation of publicly owned enterprises. The broad macro economic policy context is characterised by a deliberate government policy to:

* improve the visibility and increase the role of the private sector, which widens the range of participants in the national economic and social activities;
* redefine the government's role so as to position itself in a more strategic position, concentrating on policy matters, quality assurance interventions, poverty reduction, good governance, regulatory services, and guaranteeing equity and fair-play, while guiding the economy more indirectly through fiscal policies;
* concentrate its investment in infrastructure and essential social development services such as health and education;
* develop dynamic priority areas for allocation of its resources;
* continue with liberalisation of the economy and privatisation of many more state owned firms or state-provided goods and services;
* reduce non-essential subsidies and introduce cost sharing, fees, and cost recovery measures; and
* create an enabling environment for greater participation of a diverse array of participants in the provision of services and other investment inputs.

2.3 Poverty Eradication Agenda

The three publicly pronounced permanent struggles in Tanzania since independence in 1961 included the eradication of ignorance, disease and poverty. The three conditions are intrinsically related since ignorance is likely to lead to illness and poverty and vice versa. Todate, Tanzania has not gone very far in these struggles, and therefore there has been an upsurge of interest in combating poverty in the country. The 1998 document on poverty eradication entitled "*Mkakati wa Taifa wa Kusimamia Utekelezaji wa Sera za Kuondoa Umaskini*" estimates that 50 percent of Tanzanians fall under the poor category, defined as having a disposable income not sufficient to buy the basic necessities of daily life. Today about 36 percent of all Tanzanian are categorised as being in the hard core poor, hardly able to sustain a decent life. Poverty is more pronounced in the rural areas where 60 percent of the people are classified as poor, compared to only 39 percent of the urban people. Education is clearly identified as one of the strategies for combating poverty due to the personal benefits and other externalities articulated elsewhere in this document. Specifically, the poverty eradication agenda in education include:

- equity by gender, and special programmes to enrol more girls in training colleges, including girls getting pregnant while in schools being allowed to continue with their education under special arrangements but also be given family life education;
- improvement of the quality of education and an emphasis on science and technology;
- public subsidies or loans for the poor children who cannot afford school fees;
- encouraging the private sector to be more active in the education sector;
- the government to allocate more resources to the education sector;
- giving family life education to students of all levels;
- enhancement of greater community participation in education;
- mounting of programmes for adult literacy, numeracy, and writing skills.

2.4 The Education and Training Policy

The National Education and Training Policy formulation exercise started in 1989 when the Ministry of Education and Culture established a task force to map out an education strategy for the 21st century. The task force presented its report in November 1992 upon which the Ministry embarked on the formulation of a national education policy which culminated in the February 1995 promulgation of **The Education and Training Policy**. Consistent with the broad macro economic policy environment, the thrust of the policy initiative is liberalisation, privatisation, and facilitation as opposed to state ownership and provision of facilities and services. Specifically, the policy emphasises:
- the creation of true partnership between the state and the other providers, including private persons, encouraging them to establish and manage schools and other institutions;
- co-operation with the private sector in the provision of education, including such proactive initiatives as the training of more and better qualified teachers, tax rebate, priority land allocation, and duty free import of school materials;
- widening of the financial support for education, to include efficient utilisation of resources, cost sharing and liberalisation of the system;
- decentralisation and streamlining of the management of education to schools, districts, regions and in communities;
- quality control and assurance measures, including curriculum review, examination reforms, teacher management and inspection;
- holistic and integrative approach to facilitate mobility between formal and non-formal education;
- broadening access and ensuring equity by gender, disability, geographical location, and class; and
- improving the relevance of education for it to be effective in self employment and vocational training.

The 117 pages policy document has 125 policy statements or recommendations, ranging from those at systems level, access and equity, management of the sector, the formal education and training system by levels, curriculum and examinations, vocational training, tertiary education, non-formal education, and financing.

While there are specific aims for each level - pre-primary, primary, secondary, tertiary and higher education, the policy has some generic aims of education, which include:

- development of integrative personalities;
- promotion of the acquisition and appreciation of national culture and of the constitution;
- promotion of society-centred learning and the use of acquired skills and knowledge for the improvement of the quality of life;
- development of self-confidence, inquiring mind, and development oriented mindset;
- giving adaptive and flexible education that meets the challenges of an ever changing world;
- encouraging love and respect for work of whatever type and improved productivity;
- inculcation of ethical behaviours, national unity, international co-operation, peace and justice; and
- fostering a rational management and use of the environment.

2.5 The Higher Education Policy

Up until 1992, there had been no coherent national higher education policy. The newly created Ministry of Science, Technology, and Higher Education in 1992, observed the following problems pertaining the to higher education sector:
- mushrooming of small training centres and institutions belonging to separate ministries and parastatals;
- poor co-ordination in the development of higher education, resulting in duplication of programmes and awards;
- lack of legal and regulatory framework for the establishment of new institutions and certification;
- low enrolments amidst the uncoordinated proliferation of institutions;
- imbalance between the sciences and liberal arts in favour of the later;
- gender imbalance in favour of boys;
- under-funding and poor provision of key inputs; and
- poor match between higher education and the economic, political, social, cultural and demographic changes taking place.

It was in the context of these problems and the paucity of a coherent philosophy for the development and management of higher education that the Ministry (MOSTHE) initiated a concerted policy making exercise that resulted into the **Higher Education Policy** (1998). The key policy thrusts include:
- the creation of a higher education council for accreditation purposes;
- dramatic expansion of enrolments;
- institutionalisation of cost sharing;
- correcting the gender imbalances in enrolments;
- improving female participation rates in science, mathematics and technology;
- encouragement of the establishment of private institutions;
- improving the funding of higher education, and R&D in particular;
- being responsive to market demands in the training enterprise;
- increase autonomy of institutions of higher learning;
- improved co-ordination and rationalisation of programmes and sizes, and
- promotion of co-operation among institutions of higher learning.

2.5.1 Technical Education Policy

Technical education in Tanzania has evolved from the traditional trade schools of Ifunda, Moshi and the famous Dar es Salaam Technical College to the current set up where there are eight regular technical secondary schools under the Ministry of Education and Culture, three technical colleges of Mbeya, Dar es Salaam, Arusha, and Karume Technical College in Zanzibar as while as one large Engineering Faculty at the University of Dar es Salaam. In addition, vocational education is given under the auspices of the Ministry of Labour and Youth Development and Folk Development Colleges under the Ministry of Community Development, Women Affairs and Children. A multiplicity of NGOs and few parastatals are also active in the provision of technical education. Characteristically, the traditional spectrum of skills subsumed under technical education includes bricklaying and masonry, carpentry and joinery, plumbing and pipe fitting, painting and sign-writing, electrician and wiremanship, and engineering mechanics. Currently, more trades such as those in domestic science and rural development social skills, are incorporated in technical education.

It was a mark of recognition of the importance of technical education, both in the formal and informal sectors, that in 1996 the government under MOSTHE issued the first formal policy called "**The Technical Education and Training Policy in Tanzania**". The impetus to develop a formal policy came from:
- lack of a clear national technical education and training policy;
- mushrooming of a diverse array of providers with ranging experience and capability to produce quality technicians;
- shortage of technical personnel at all levels of technical employment ladder;
- poor co-ordination of technical education, given the diversity of providers;
- apparent falling standards of technical education and training;
- imbalances between types of skills and levels such as between engineers/ technologists, technicians and craftsmen. The present ratio is 1:2:14 instead of the target 1:5:25; and
- lack of formal employment and, hence, the need to impart technical skills for self employment.

The policy objectives include:
- enhancement of the application of science and technology in economic development;
- establishment of an appropriate legal framework and regulations for rationalisation and development of technical education;
- facilitation of the development of both public and private technical institutions;
- fulfilment of manpower requirements for technical personnel;
- promotion and encouragement of women participation in technical education; and
- attainment of a health balance among the technical cadre of 1:5:25 engineers - technicians - craftsmen;

The policy statement gives a strategy for achieving these general objectives that include prescriptions for what is to be offered in primary and pre-primary education facilities, post primary technical centres, vocational training programmes, apprenticeship, technical secondary schools, colleges and universities, teacher education and in adult education programmes.

2.5.2 The National Science and Technology Policy

Science, both as substantive areas or bodies of knowledge and a way of thinking, and technology, as the application of the bodies of knowledge and skills, tools for the conquest of the environment and the improvement of productivity, are both central to the development and well being of any nation state. In Tanzania, the need for a science and technology policy was recognised as early as 1985 when the first National Science and Technology Policy was promulgated. It was recognised that a national science and technology policy was needed in order to consciously tilt and direct the use of science and technology towards the economic, social and political objectives of the country. The current policy, which was issued in April of 1996, under the title "The National Science and Technology Policy for Tanzania" has sixteen objectives which, *inter alia*, include:

- promotion of science and technology as tools for economic development;
- promotion of scientific and technological self-reliance;
- stimulation of the generation of scientific and technological knowledge;
- inculcation of scientific and technological culture in the Tanzanian society.
- strengthening of relevant institutions and the provision of conducive environment for scientific and technological development;
- establishment of appropriate legal framework for technology transfer and adoption;
- institutionalisation of mechanisms for identification, promotion, and development of special talents and aptitudes for science and technology;
- achievement of a critical mass in human resources in the year 2000, capable of developing, absorbing, adopting, adapting, and assimilating the essential scientific and technological discoveries for national development;
- promotion of rational utilisation of natural resources and the environment;
- promotion of women participation in science and technology and creating appropriate technologies for lessening the burden of house chores and drudgery of life; and
- promotion, of and the encouragement of the public and private sectors to be engaged in science and technology enterprises.

The policy statement recognises that the formal education system can constitute the most efficiently organised way of imparting the skills and inculcating the appropriate scientific and technology attitudes and orientations. The production of the appropriate and quality human resources gravitates around the national education system. The scientific and technological human resource includes artisans, engineers, technicians, scientists and managerial personnel. Thus, the familiarisation of all people with the scientific ways of thinking and knowing and the exposure to relevant scientific and technological products had to start quite early in the school system as follows:

- at pre-primary level – expose them to appropriate products of a scientific and technological culture.
- at primary school level - provide basic knowledge in science and mathematics and an exposure to relevant scientific and technological products.
- at secondary school level - study of the basic sciences, mathematics, and practical experiences in scientific enquiry and the production of technological products.
- at technical colleges - concentrate on intermediate level experts in science and technology through an optimum mix of theory and practice.

- at University level - the focus should be the production of scientists, engineers, science teachers, technologists, and the production of appropriate technologies and prototypes.

2.6 Other Related Public Policies

2.6.1 Public Sector Service Reform Programme

The **Civil Service Reform Programme** (CSRP), which is the precursor of the **Public Service Reform Programme** (PSRP) was initiated in 1993/94, involved six general reforms: retrenchment and re-deployment, personnel control and management reform, capacity building, pay reform, Local Government reform; and Ministry organisation and efficiency reviews.

These reform activities have had some effects across all government ministries. In the MOEC, organisation restructuring and efficiency enhancement has been attempted and is part of the ongoing reform process.

The main achievements of the CSRP are:
- re-defined role of the state in provision of service, from main provider to enabler and conducive environment creator;
- employment reduced to optimal levels of efficiency;
- real pay levels increased;
- the tiers of government rationalised;
- controls over expenditure and employment restored; and
- decentralisation programme developed.

The issues that were not addressed sufficiently by the CSRP Phase I included:
- progressive weakening of political support for changes;
- an unaffordable service and expenditure system; and
- decline in public service capacity to deliver services.

The CSRP is not complete but the results so far are encouraging. A new phase called Public Service Reform Programme (PSRP) was initiated. The new initiative started in 1998. It will focus on performance improvement in the delivery of public goods and services. The reforms, once completed are expected to introduce capacity building and strategies for improving services. The emphasis will be:
- Macro-economic Reform Programme which will focus on fiscal and monetary stability, economic growth, and poverty reduction.
- Public Finance Management Reform focusing on efficient allocation of resources, provision of incentives for good performance, and maximisation of resource mobilization.
- Sectoral Reforms focusing on defined priorities and affordable levels of service, including strategies for enhanced private sector participation.
- Local Government Reform focusing on the improvement of efficiency and effectiveness in the delivery of services, enhancing transparency, accountability, and local community participation.

- Public Service Reform focusing on secure and sustainable leadership and public support for reforms, promoting performance based management culture, enhanced quality of public servants and restoring the image of good public service to the people. The envisaged Public Service Reform Programme has been designed in the context of a shared vision, mission, collective purpose, and a core of shared values. In the spirit of the new policy, the management of Tanzania's public service will direct itself to.

(a) F achieve efficiency and effectiveness in the operations of public organisations.

(b) gear itself to coping with the challenges of economic liberation, political and social pluralism, globalisation and a rapidly changing technological world.

Tanzania Public Service organisations will adopt results oriented management practices as a guide. Education and training will need to adjust to these new orientations and challenges.

2.6.2 Local Government Reform Programme

The vision of a future local government system is summarised and elaborated in the Local Government Reform Agenda 1996-2000. The central features of the Local Government Reform Programme are in the decentralisation and devolution of functions and financing within the framework of a unitary state. Decentralisation of state functions to local levels entails the devolution of powers, integration of previously centralised service sectors, and creation of real multi-functional governments at the local levels. Therefore:

- local governments are expected to function as multi-sectoral corporate government units, with full autonomy within the national legal framework;
- local governments will have financial discretionary powers and freedom to levy local taxes;
- the councils will be the appointing authorities and employers for all local government personnel, (including teachers, health staff, agricultural staff etc) and thus make such staff accountable to them;
- the role of the line ministries will be to set policy, monitoring and quality assurance; and
- local governments will also be responsible for the provision of social services such as basic education, health, water, roads and agriculture and public service in areas of their jurisdiction.

2.6.3 The National Training Policy

While there is a significant overlap between education and training, often a distinction is made between these two highly related processes. While education should remain highly organised, with great emphasis on thinking and broad analytical skills, training has to emphasise the acquisition and perfection of skills for performing a particular job; the changing of a job or attitudes consumerate with the ever changing environment and job ecologies. Tanzania, right from independence in 1961, strongly placed training at the centre of its development ideology. She believed that the Africanization and localisation programmes heavily depended on quick and thorough training of the indigenous people. This belief in the centrality of training in the national development processes resulted in the mushrooming of numerous training institutions in the country and an unbridled utilitarian attitude towards education. In due course, manpower plans were developed and education was supposed to be closely linked to the manpower requirements of the country.

With the coming of liberalisation of the economy, the country had to come to terms with the fallacy of manpower regimes and centralised human resources development planning. **The 1994 National Training Policy** takes cognisance of the new circumstances and recapitulates the significance and importance of training as follows: Training:

• enhances professionalism and consolidates ethics;
• develops entrepreneurial skills essential for wealth creation;
• develops job skills essential for promoting efficiency, productivity, and effectiveness;
• facilitates and speeds up technological advancement; and
• facilitates the identification and development of special talents.

The National Training Policy evolved the following relevant training objectives:

• assist all sectors in the economy to plan and develop their human resources programmes;
• enhance co-ordination of planning, implementation, and evaluation of training in the country;
• increase the relevance of training programmes so as to keep abreast with research and new developments in science and technology;
• broaden the base for the sources of funds for training by promoting collaboration with individuals, the private sector, and other non-governmental organisations; and
• promote equity in training by giving special considerations to special groups of people such as women, disabled, gifted and marginalized people.

The policy statements emphasise the responsibility of employers to train their workforce. Taking into account needs of special groups, priority is to be given to the indigenous people, involvement of all institutions such as NGOs and private firms, concentration on in-country training, cost sharing with beneficiaries, significance of research and practice, autonomy of training institutions, and co-ordination by the Civil Service Department.

Training categories and approaches identified in the Policy include:
• orientation programmes for people entering new work places;
• on the job training involving coaching, directing and supervision;
• job skills carefully analysed and systematically inculcated;
• technical training programmes for primary school leavers;
• vocational training programmes for secondary school leavers;
• management and professional training for executives and managers;
• post retirement training for adjustment to new circumstances; and
• adult education and training as a continuous interactive process.

2.6.4 The National Employment Policy

The relationship between education and employment was underscored in the 1967 seminar policy on **Education for Self-reliance** where educators were urgent to make education relevant for rural employment and participation in the informal sector. Since then the problem of unemployment among school leavers from primary level to the university has become quite serious. Consequences of unemployment and underemployment are quite predictable and include the lack of harmony and peace in the society, and exacerbates a

25

state of insecurity, major and petty crimes. It was in this context that the Government issued the 1983 Human Resources Deployment Act No.6 as one of the strategies to address the problem of employment opportunities and unemployment. This was followed by a formal policy statement contained in the 1997 version of the **National Employment Policy**. The centre piece of this policy is to address the question of both wage employment and self employment. The long-term perspective is to improve the per capita incomes of the majority of the people, which in turn will reduce the level of poverty and hence unemployment abated. The policy statement identifies 13 aims and objectives, which *inter alia*, include:

- creation of a conducive environment for self-employment;
- identification of greater potential for employment creation and designing strategies for exploiting them;
- identification and elaboration of the collaboration modalities between the state, NGO sector, the private sector, donors and the public in general in the employment creation efforts;
- testing and adaptation of appropriate technologies so as to improve labour productivity;
- provision of employment information and opportunities for both employers and job seekers;
- strengthening the relationship between the formal and self employment sectors by removing any bottlenecks hitherto;
- institutionalisation of the culture of self-reliance; and
- encouragement of the labour force to move to less attractive sectors such as agriculture livestock production and rural development.

While the policy statement does not directly address the linkage between education and employment, under a section on **Employment Promotion for Special Groups**, a strategy for youths employment is quite relevant. It stipulates, among other things, the following actions:

- strengthening and expansion of vocational training in private and public training centres;
- strengthening and expansion of services geared towards commercial and entrepreneurial training;
- giving advisory services on financial aid for starting self-employment activities;
- encouraging the youths to start or join youths economic activities; and
- encouraging emphasis on practical and appropriate education in schools, including vocational guidance and counselling.

2.6.5 The Government Pay Reform Policy

Public service pay reform is vital for the effectiveness and efficiency of government service, and critical for improving capacity for the delivery of public goods and services. For Tanzania, most employees receive wages below subsistance level. The government pay reform becomes even more critical to keep pace with the changes in the open economy where there is free mobility of labour, especially the technical and professional groups. Without a planned and deliberate policy to reform the salary structure of the civil service, the government will run the quality risk of failing to retain the professional and technical personnel.

However, considering the prevailing budgetary constraints there are no simple options, especially in the short-run. However, the Government has issued the policy goals for public service pay reform from the long and medium term perspectives.

The Long-term Policy goals are to:
- raise the minimum salary to a living wage;
- raise the salaries and other compensation benefits of the top public servants to levels consistent with the feasibility to recruit and retain the best qualified and skilled Tanzanians in its service;
- the super scale civil servants continue enjoying free housing as an incentive but the rest will have to pay each according to their incomes. The government will assist its employees to join medical and health insurance, and post-employment security facilities to be launched later in the year;
- develop performance related pay system by the civil service department, in consultation with the Ministry of Finance, as the future basis for rewarding employees.

The medium term policy goals are:

(a) *For technical and professional staff.* There will be a deliberate move or policy to significantly enhance pay levels so as to ensure that the government has a critical mass of appropriately skilled and experienced officers for its efficient and effective management of the economy and improve quality of public services.

b) *The Government will develop a special core professional and managerial cadre*, comprising of highly qualified, highly capable and well compensated officers to take over the expensive services provided by expatriate personnel as that route is not sustainable.

c) *Sustainable civil service staff rationalisation and efficiency measures.* The size of the civil service will further be reduced by 17% in the next three fiscal years and remain with a maximum of about 225,000 employees. Rationalization of donor's compensation for civil servants is expected to start in the FY 1999/2000. Those whose salaries are to be topped up by donors will be recruited transparently and the laid down procedures to be adhered to.

Other reform measures to be undertaken include:
- improving the personnel management system and practices by the introduction of comprehensive job evaluation, review and staff appraisal system;
- introduction of performance based compensation system to do away with automatic promotions, and to introduce annual performance contracts for managers;
- appointment of an independent standing presidential committee on public service pay to steer public service pay changes; negotiate the annual wage bill with the MOF, and to recommend changes in the public service salary, incentives and structures; and
- compensation system for executive agencies and other publicly funded institutions which will be granted autonomy to run their business and compensate their employees accordingly.

2.6.6 Private Sector Reform Policy

Before liberalisation of the economy in the late 1980s' the Tanzania Government discouraged private sector development and free market economy. Under the socialist economy, most of the means of production were in the hands of the state. The state was the producer and supplier of many goods and services. Pursuant to redefinition of the role of the state to be that in mindset of a guide, facilitator, and enabler, the civil service automatically needs a drastic change among other things to facilitate and provide conducive and enabling environment for private sector development.

In order for the private sector to be able to take its place in the economy the government shall take a deliberate move to ensure that the civil service has the capacity to facilitate the private sector. To make this happen the following actions will be undertaken.

1.*Change the behaviour and attitude of civil servants towards the private sector*. This change entails a capacity building programme which includes skills training, the management of change, customers service programmes, exposure to client friendly behaviours.

2.*Improve the public image of the public service*. Strategically this entails capacity building in the form of:

* *Customer service workshops*. The purpose is to promote civil servants understanding of the private sector, including their role to make the sector contribute effectively to the country's development. Customer service oriented workshops will be conducted to create a clear understanding within government and between the government and the private sector on their respective and mutually supportive roles.

* *Structural/organisational change*. To carry out initiatives focused on improving efficiency and effectiveness of government institutions in the delivery of public service. This will include new ways of interfacing with the business community, new means of communication, and new linkages with other processes and institutions.

3. *Improvement of working tools and technologies*. The changes may necessitate an improvement of tools required to support the operations of government institutions, such as the communication technologies available in the private sector.

4. *Creation of societal consensus*. There is a need to create social consensus around the role of a market economy in Tanzania.

5. *Legal Reforms*. Changes must be effected to ensure that the existing laws, regulations, policies and the whole of the legal framework supports the interface between the public and the private sector development in Tanzania.

2.6.7 Community Development Policy

The major objective of the Community Development Policy (1996) is to enable Tanzanians as individuals and as families, groups, and associations to contribute more to the objectives of self-reliance and national development. The policy aims at providing direction in ensuring that:

* close and sustainable co-operation between all institutions concerned with community development is established;
* communities are educated about their ability to identify and use the available resources for their own development instead of solely depending on government or external aid;
* the family or household is recognised as the basis of community development;
* people participate fully in formulating, planning, implementing and evaluating development plans;
* all community development plans are gender sensitive;
* a favourable legal and economic environment for investing in community development activities (education, water, health and industry) is established;
* an environment that promotes discovery, development and use of technology to boost community development is established;
* communities are educated on the importance of environmental conservation in developing and consolidating community development;
* the responsibilities of communities, Government, NGOs and donors in funding, supervision and managing community development are clearly defined;
* communities are educated on the importance of bringing up their children properly to become effective actors in bringing about community development; and
* clear indicators for measuring community development are produced and used.

The policy will place special emphasis on poverty eradication by advising and training individual families and households as well as encouraging group or co-operative production activities. The informal sector will be consolidated through savings and credit societies while the needs of special groups of women children and youth will be addressed. Emphasis will also be put on furthering Governments' efforts to respond to and meet the basic needs of the community, including food and nutrition, health and sanitation, basic education, water and environment, low cost housing and appropriate technology for domestic energy. People will be mobilised to expand and improve the rural infrastructure as well as rural and urban environment. Local Governments will be strengthened to guide and promote development in different communities. Education, and especially basic education, needs to be consistent and complementary to these community development thrusts and objectives.

2.6.8 Women Development Policy

The Women Development Policy (1992) was formulated with the aim of providing a correct interpretation of the concept of women in development so as to assist in overcoming customs and traditional practices which militate against women, ensuring that the society recognises and appreciates the various activities performed by women, establishing concrete gender sensitive plans for equitable distribution of resources, establishing a machinery for

co-ordination, the implementation of women's development issues, and ensuring full participation and involvement of women in national development programmes.

The policy emphasises the need for women to have the freedom, knowledge, skills and resources needed for their active recognisable and valued participation and contribution. One of the strategies for achieving women's participation in all sectoral development plans as well as to involve them in administrative responsibilities and in decision-making processes is to eradicate all obstacles hindering women from having access to education and training opportunities to the level they desire. Consistent with this strategy is for the education and training institutions to incorporate gender specific elements in their curricula.

The policy calls upon relevant ministries and institutions to avail more educational and training opportunities to women in order to increase their abilities, including training in management, planning, business and administration at district, ward and village levels. Training should emphasise the importance of planning, supervision of implementation, and monitoring the results with the aim of hastening women's development. Also, the laws and procedures, which govern the system of education, should be amended, with the aim of enabling women to attend courses, especially in the fields of science and technology.

2.6.9 Child Development Policy

The Child Development Policy (1996) has been formulated by the Ministry of Community Development, Women Affairs and Children (MCDWAC) to safeguard the rights of the child. One of the rights of the child is the right to education. In Tanzania, basic education is a right to all children who are below 18 years old. The objectives of the policy are stated as to:

- define the concept of "child" in the context of Tanzania;
- educate the society on the rights of the child;
- issue guidelines on the survival, protection and the development of the child;
- issue guidelines on the care of the child in difficult circumstances;
- educate the society on the causes of the problems facing the child;
- guide children on how to become good citizens;
- define the role of the children, parents, guardians, society, institutions and Government in planning, co-ordination and implementation of plans related to the child;
- emphasise responsible parenthood for both men and women in child upbringing; .
- educate society on the need to inculcate in children the desired behaviours, values and customs; and
- ensure that there is a legal framework to protect children against any form of abuse.

The policy emphasises the need for co-ordination and collaboration between MCDWAC and MoEC to ensure that all school-going age children are enrolled in primary schools and that alternative programmes are set up for the older children. It also emphasise the need to introduce programmes which will enable children from the poor families to have access to education; that those who have dropped out of school re-enter schooling, and to ensure conducive teaching/learning environment for children. The policy calls upon the Ministry of Education and Culture to introduce guidance and counselling services in schools, to take legal action against those who curtail children education, and to provide adequate human,

30

and material resources and relevant curricula which is meaningful and readily applicable to children's real life situations.

2.7 The Social Sector Strategy

The year 1992 was hectic in policy formulation in Tanzania. The Government, in collaboration with the World Bank, got into a process of a critical review of the social sector that was conceived to include education, health, water and sanitation, nutrition and family planning. Through an intensive process of reviews, research, consultations, and conferences, guided by a national steering committee of senior government officials, two products were realised. One was the *Social Sector Review* document of 1995 (Report No.14039-TA). The second product was the *Social Sector Strategy* which was a direct product of the *Review*.

The sectoral review was triggered off by the discovery that while significant strides had been made in the 1980s, including high immunisation coverage and universalization of primary education, some worrying signals were apparent. These included failure to significantly reduce infant mortality, dismal expansion of post primary education and training opportunities, declining access to safe water, and regression in the enrolment of primary school kids. There was also a questioning of the systems of social service del¹·
that may have worked well in the 1970s and 1980s but needed to be adjusted to the new anu.
changing conditions of the 1990s, that included liberalisation and privatisation.

The review highlighted three supply side constraints that included:
Heavy recurrent cost burden, following the heavy UPE capitalisation such that now most resources went to personnel emoluments and not other charges for education.
Weak managerial capability to co-ordinate the vast network of schools, compounded by apparently ambiguous or changing lines of responsibility, accountability, and authority between local and central government.
Inadequate co-ordination of donor efforts, with vertical programmes and projects distracting attention of managers from their core supervisory functions.

On the demand side, the review highlighted two problems:
- high population growth that outstrips growth in public educational resources, and hence clear under funding, and heightened demand for social services; and
- poverty severity among the bottom 50 percent such that they cannot afford to pay much for educational services.

As a result, the Government proposed several principles to guide investments and other actions. These included:
- social sectors to receive priority attention in public investments;
- stimulation of the private sector to become an active partner;
- the state has to remain active as has a special role that cannot be substituted by private investments in human capital;
- donors to be asked to invest in priority areas identified by the government;
- progress to be judged by measurable outcomes - quantitative and qualitative;
- the Government to ensure accountability to communities and households; and

31

- taking into account linkages across sectors (multiplier effects) in the consideration for investments in the social sectors;

The social sector reform strategies proposed were as follows:
- concentrate public sector resources on the core activities of the state;
- balance personnel and other inputs to the education sector;
- decentralise authority to the local levels, communities and schools;
- relax constraints to private sector participation in education;
- promote high quality standards; and
- move resources closer to households, which should also be encouraged to invest in education.

2.8 The Financial Management Reform Programme

In recent years a number of studies have been undertaken along the lines of the *public financial management reforms*. More emphasis, however, has been placed in the field of financial and economic management. During the period 1993 and 1995 these studies identified a wide range of budget formulation, execution and accounting problems which serve to undermine good governance and stability of government in ensuring:
- coherent policy formulation;
- efficient and effective budget execution;
- transparency in the use of public money; and
- the accountability of those who are responsible for the management and use of public money.

Currently the government has developed initiatives to overcome these problems by implementing with the support of the donor community, a number of initiatives at both macro and micro (institutional) levels designed to improve the management of public finance. These initiatives include:
- improved overall economic management;
- reform of the tax administration;
- strengthening of the Controller and Auditor General's Department; and
- strengthening of the budget process; and
- strengthening of the government accounting framework

The most elaborate of these initiatives is in the field of accounting and payment system. One of the donor's conditionalities is the establishment of an effective financial tracking and audit system within the central government and its subsidiaries. In that direction, the government (MOF) has established a system that will deal with the analysis of the effectiveness of budget control at central, sectoral, and district level, and the identification of factors behind leakages in the expenditure system. The system has two components:

a) **PLATINUM.** The Treasury has installed a heavily computerised accounting system, initially dealing with ten ministries, MOEC, being one of them. The system has two servers attached to a modern radio system, with a wide network attached to each of the ten ministries. The system is equipped with a full range of finance modules covering all aspects

of accounting, management, monitoring, and tracking of funds through an Internet system. By July 1999 all the departments of the central government will have been covered by this system. It is expected that through the Internet system centered at central payment office the government will be able to monitor the expenditure for projects and recurrent payment.

b) Commitment Expenditure System. This is a measure deliberately taken by the government (MOF) whereby all funds must be committed before expenditure is effected. Once commitment is done one cannot spend the funds for other uses.

Parallel to this system, the government is developing a modern computerised audit system. The aim of this initiative is to modernise the present audit system to be able to match with the computerised accounting and payment system in place. When these initiatives are fully operational, donors will hopefully develop confidence in the accounting and payment system of the government. It is expected that once confidence is restored, donors will avoid the present parallel system of funding, and pass through the government exchequer payment, accounting and auditing system.

2.9. National Environmental Policy

The lives of all Tanzanians are intimately and ultimately intertwined with the environment. Our survival and that of our future generations depends on maintaining a sustainable and harmonious relationship with nature. The Government has clearly recognised that the environment is a major terrain for inter-sectoral conflict and that the current state of the Tanzania environment was a matter of grave concern. The six major environmental problems identified are:
• lack of accessible good quality water;
• Air, water, and land pollution,
• loss of wildlife habitats;
• deterioration of marine and fresh water system
• deforestation of the national forests and woodlands; and
• soil erosion

It is the recognition of these negative trends that has led the Government to give environmental conservation and management a high priority in its development operations. A National Environmental Policy has thus been developed with a central objective of arresting the above problems, through ensuring sustainable and equitable use of natural resources, preventing degradation of land, improving productivity of natural resources, recreating degraded areas, making new facilities that expand our natural heritage, raising public awareness of the vital significance of environmental management, and promoting international cooperation on the environment agenda.

To this end, the Government Policy is to involve all segments of the society in responding to environment problems. In that regard, education has been clearly identified as the key cross-sectoral strategy that can effectively be used to promote and encourage environmental education and awareness, both through the formal education system from primary school to university level, and through the non-formal education for the youth, adults, and people in

the professions and working places. The implications of this thrust to education are enormous, especially in curriculum design and teaching methodologies.

2.10 Synthesis

It is self-evident, from the foregoing review of policies which are supposed to guide social service development and delivery including education and training that the Government has done a comprehensive job of formulating the necessary policy guidelines for the entire sector. The SDP reforms are meant to translate the good policy intentions into action. The Government has the obligation of reviewing and monitoring all these policies regularly to ensure that they are effectively implemented. Chief executives, are therefore, empowered to make operational policies without recourse to higher organs such as the Parliament for approval. The major policies and strategies have already been approved. The remaining task is that of their implementation.

3.0 THE EDUCATION SECTOR REFORMS

3.1 Basic Education

Basic education is a broader concept than primary schooling. In Tanzania it embraces early childhood education, primary education adult literacy programmes and a range of non-formal education activities for young people and adults, as well as educational messages conveyed through the mass media. The following types of education are subsumed in this level of education in Tanzania.

3.1.1 Pre-Primary Education.

Pre-primary education is offered to young children of age 3-6 years old, both in primary schools and in a few existing day-care centres, kindergartens, nurseries and other pre-schools located mainly in urban areas.

3.1.1.1 Problems and issues The government recognises that the early years of life are critical for the development of a child's mental and other potentials, and in particular, its personality development and formation. Infants and children are normally very active, learn by imitation, emulation and are ever eager to try out things and in so doing constantly discover their environment.

While taking cognisance of the fact that pre-primary education is very important, it is neither desirable nor feasible to rigidly formalise and systematise the entire pre-school education for this age group. The government, therefore, considers that with the involvement and co-operation of parents, local communities and non-governmental agencies, possibilities abound for expansion of the pre-primary education for the 5-6 year old children. This stage will serve the preparatory function for smooth continuation into primary education and also promote the development of communication skills of children.

However, the pre-school education is affected by inadequate inputs and resources, lack of clear policy on language of instruction, poor quality of teachers, use of non-participatory methodologies and the lack of national curriculum guidelines. It is also affected by lack of facilities, inadequate classrooms, increased drop-out rate, poor pupil performance and inequity in the distribution of the pre-school institutions.

3.1.1.2 Objectives, strategies and targets. The plan objective will be to ensure equitable access to pre-primary schooling, by district and gender, reaching an enrolment of 1,000,000 by 2004. In order to operationalize the strategy, the plan objectives, strategies and targets are:
* conduct school mapping exercise in order to obtain reliable and valid data on the needs for pre-primary education;
* improve the quality of pre-primary school teachers through Community Resource Centres/TRCs and the established private training institutions in participatory and practical child centred methodologies;
* support the development and production of pre-school curriculum;

- introduce a sustainable teaching materials supplies programme, through continued market liberalisation, textbook quality assurance mechanisms, and additional cost recovery systems;
- support the construction and rehabilitation of pre-school classrooms;
- expand locally-based co-ordination of pre-school pupil performance and performance monitoring systems, plus professional advisory mechanism;
- increase and guarantee instructional hours, through strict supervision of teaching and learning process;
- promote, give incentives and liberalise the establishment and management of pre-schools;
- introduce innovative strategies to secure participation in provision for children from disadvantaged areas and groups through public sensitisation programmes, complementary schooling and incentive schemes; and
- secure optimum use of existing classrooms through increased enrolment and multi-shift teaching for pre-school pupils of years 5 and 6.

3.1.2 Primary Education

3.1.2.1 Problems and Issues. Primary education is compulsory for every school age going child. It has been confronted by many problems especially in recent years. There was a rapid expansion in primary schooling in the late sixties and seventies as part of the drive for universal primary education (UPE). But in the eighties resource constraints led to the system being unable to sustain the achievement of the sixties and seventies, consequently a significant decline in gross enrolment rate from 98% in 1981 to 74.77% in 1995. Late enrolment has an adverse effect on the competitive performance of girls who score 10 points lower in end-of-primary education examination. Overcrowding in lower primary school classes has negative effects on teaching and undermines forward planning of facilities. Similarly many teachers in primary schools are still grade B/C, and the majority may have been trained haphazardly during UPE to meet the demands of the time. Regional/district disparities on access and equity are noticeable. Such disparities are due to cultural, socio-economic and curricular orientation. There are great variations in regional enrolment patterns ranging from 31% in some coastal districts to 76% in Kilimanjaro. The funds allocated to primary education also do not adequately enable the sector to make any headway in terms of quality improvement.

3.1.2.2 Objectives, strategies and targets. The plan objective is to address inherent problems in the system. Priority will be given to equitable access to primary schooling by region/district and gender, reaching 85% gross enrolment rate by 2003/04.

In order to have efficient and effective teaching, action will be taken to rehabilitate selected plants and construct new classrooms in overcrowded areas or where there is a school but no classrooms. These objectives will be realised through increase in public spending for basic education through a target 70% share of the education budget over the period 1998-2015. Other measures are aimed at raising the standard of primary education through various measures including deliberate increase of instructional time and the re-examination of curriculum simplification strategies. The other measure will be to increase access to effective textbooks linked to sustainable supply and distribution and generally ensure an optimum use of the existing facilities to strengthen the quality of primary education.

3.1.2.3 Curriculum and examination reforms. The formal school curriculum is centralised and common at all levels of education. As such, it fails to meet the diverse needs of students. The curriculum is often dominated by subject matter. It does not evolve out of needs assessment of the critical social, economic, cultural, environmental, and political problems surrounding the child. Very often, the subjects are dominated by theoretical knowledge and information which are abstract and not readily applicable to real life situations.

The acquisition of scientific and technological skills is not clearly articulated at all levels. The curriculum content and teaching tend to be dictated by the desire to pursue higher education which is provided to a minority of students; at the expense of the majority of students who are unable to proceed with the academic route when they complete primary or secondary education. Teaching is dominated by the lecture method rather than problem solving, child-centered participatory approaches, partly because such methods would delay the completion of the overcrowded syllabi, and partly because teachers are poorly trained. As a consequence, there is little internalisation of knowledge and skills.

The envisaged curriculum reforms include:

- focusing on the effective teaching of languages, science and technology, humanities and life skills for pre-primary, and primary and secondary education levels.
- Language teaching will focus on Kiswahili and English, the former aiming at consolidating Tanzania Culture while the later will enhance access to knowledge, understanding, science and technology and communication with other countries.
- Kiswahili and English will continue to be compulsory subjects at primary level. Other languages will be offered as optional subjects.

The number of subjects taught in primary school has been reduced from thirteen to seven. The future plan is to further reduce them to four broadfields of languages, science and technology, humanities and life skills. Life skills, often treated as being synonymous with vocational skills, will be streamlined to include aspect such as healthy living and positive environmental management.

Examinations. The examinations in the Tanzania education system include the Primary School Leaving Examination (PSLE), the Secondary Education Certificate Examination, and the Form Six Examination. While their characteristics in terms of reliability and validity are not well known or regularly monitored, the examinations have remained very much paper and pencil, even in the sciences where practicals are rare. It is the policy intention of the Government to:

- enforce the monitoring of the qualities of school examinations;
- make examinations measure deep understanding of the subject matter and procedures of inquiry as opposed to superficial learning and regurgitation;
- improve efficiency in the management of examinations so as to cut costs and reduce leakage's;
- make selection more expeditious and transparent; and
- disseminate school performance information and use it for remedial actions.

3.1.2.4 Equity and gender. Gross enrolment for boys was 81% and that for girls was 77% in 1997. Girls' participation in education in Tanzania has improved steadily and they have maintained near parity with boys at the primary level. However, girls remain slightly less likely than boys to enter secondary school. Girls who do enter secondary school do so with a deficit – a lower cut-off point on the Primary School Leaving Examination (PSLE). Selection of girls into government secondary schools is approximately 10 points lower than for boys.

The government will maintain the parity in the participation rates of girls and women by making primary education universal and compulsory at the age of 7 years until they complete this cycle of education. Complementary Basic Education Programme (COBET) will be introduced to cater for out of school children, and girls will receive first priority in order to enhance equity. The Government will also establish special education financial support schemes for girls and women in education and training institutions. Adult education will be designed to encourage and promote enrolment of more women than men. The education and school systems will endeavour to eliminate gender stereotyping through a critical review of the curricula, textbooks and classroom practices. This will run parallel with efforts to counsel and guide girls to better use the time for studying so as to improve on their performance especially in mathematics and science.

3.1.2.5 The rural-urban dichotomy. There are lines of differential inequities between rural and urban areas. For instance, most urban primary schools have teachers with much better qualifications, mostly Grade As, and some diploma teachers. In addition, while many rural primary schools may experience a shortage of teachers, urban schools have an oversupply of good quality teachers. Furthermore, while in urban schools one gets much larger class sizes of over 100 pupils, some rural schools hardly have 30 pupils.

On the other hand, due to the quota system and day school system, urban primary schools send smaller proportions of their school leavers to secondary schools, compared to rural schools. Therefore, reforms need to address these systemic inequities, first better distribute teachers, rationalise class sizes, and improve secondary schooling opportunities for urban primary school leavers.

3.1.2.6 Class/poverty divide. Opportunities for primary schooling are not equally distributed across the poverty continuum. Children of the poor parents tend to start school late, they have greater propensity to dropout of school, or do poorly in PSLE. They also tend to go to poorly equipped schools, both in terms of teaching staff, infrastructure, and other school inputs. The reforms will address these inequities by a more equitable system for the distribution of school inputs and maintaining minimum standards of school infrastructure.

3.1.3 Adult Education

The Government is committed to a policy based education sector reform and development aimed at improving education at all levels, including basic education, which subsumes adult education.

3.1.3.1 Problems and issues

(a)**Adult literacy.** Tanzania made impressive gains in the field of adult literacy in the 1960s and 1970s. The sustained national literacy campaigns of the 1970s were characterised by high motivation and expectations among the people and the leadership. The campaigns resulted in high rates of literacy from 15 percent in 1961 to 90.4 percent in 1986. However, these gains could not be sustained due to poor resources, donor dependency and perceived value of education.

Enrolment figures, for example, dropped from 6.2 million in 1986 to 1.2 million in 1990 and the rate of illiteracy increased from 9.6 percent in 1986 to 25 percent in 1997. The situation of illiteracy is also worse in work places. At the same time, a high proportion of children especially girls, drop out before reaching Std. IV, which is the minimum necessary stage of literacy skills acquisition, thus swelling the number of the illiterate population.

The reasons for this situation in which many adult literacy classes have ceased to function are attributable to economic crisis which forces adult learners to engage in income-generating activities, combined with significant problems facing the adult literacy programme in terms of relevancy, management, funding and low morale among adult literacy instructors. Clearly, Tanzania cannot achieve universal adult literacy and primary education without addressing the observed constraints and the needs of the out-of-school children currently estimated to be around two million.

(b)**Equity and gender Issues.** Women in Tanzania are greatly disadvantaged in relation to men as they tend to be excluded from adult education programmes. The current adult education programme does not adequately equip women with practical knowledge and skills needed to make them functional in their households and communities. Literacy instructors are not gender sensitised and trained in andragogy. Dropout rates of the female population in adult education programmes is generally higher than those of their male counterparts, due to, *inter alia*, irrelevant curricula and their multiple roles. Apart from women, other groups such as nomads, fishermen, pastoralists, hunters and gatherers and 'hard' to reach communities in the country have not had equitable access to adult education.

3.1.3.2 Objectives, strategies and targets. In order to address the observed constraints, the Government, in collaboration with NGOs, and local communities is determined to ensure enhanced access to quality adult and non-formal education to adults and out of school youths, especially women and girls.

The broad policy objectives to be achieved by the year 2004 will include:
- reduction of illiteracy rate to 5 percent by 2004;
- provision of quality and sustainable literacy;
- contribution to poverty alleviation;
- ensuring the realisation of Basic Human Rights;
- promotion of the acquisition and development of basic knowledge and functional skills relevant to personal development and life in the community; and

- promote the merger of theory and practice and general application of environmental and health knowledge for better life.

The perceived objectives will be realised through securing funds from external sources by early 1999 to finance initial expansion of the following programmes:

- establishment and expansion of Complementary Basic Education in Tanzania (COBET) programme for out-of-school youth. By the year 2003 about 300,000 COBET children to be mainstreamed to formal primary school education;
- expansion of Integrated Community-Based Adult Education (ICBAE) programme linked to rural credit circles to 2348 wards with an enrolment of 6.3 million adults by the year 2004.
- recruitment and training of 3200 REFLECT (Regenerated Freirean Literacy through Empowering Community Techniques) facilitators by the year 2004 with short term financial support;
- capacity building at community and district levels to initiate, plan and manage ICBAE and COBET programmes; and
- devolve powers to school and local authorities to enforce and regulate attendance of primary school age children.

3.1.3.3 Equity and gender. Access of women to science, vocational and technical education is limited mainly due to the cultural background. It is recognised that awareness and attainment of vocational and technical skills will lessen the burden of women in their daily activities and at the some time promote their employment opportunities. The Technical Education and Training Policy of 1996, emphasises the need for launching special campaigns to encourage women to take science subjects. Other measures include:

- expanding enrolment capacity for girls in secondary schools offering science subjects;
- conducting functional literacy programmes on appropriate technology for women and various areas of basic service;
- reserving specific vacancies for qualified women in technical training institutions; and
- establishing special awards for women who excel in technical education and training.

3.1.3.4 The COBET programme. The Complementary Basic Education Programme in Tanzania (COBET) has been designed to ensure effective implementation and achievement of the children's right to education. The overall objective is to contribute to the provision of complementary basic education opportunities to out-of-school children, especially girls who did not have opportunity to go to school or might have dropped out. The programme is meant to complement the formal primary education system and not to replace it or operate as a parallel system.

The programme will be linked to other social development programmes in communities and adapted to local needs of out-of-school children. The programme is designed to provide primary school equivalency skills, and where possible, enable children out-of-school to re-enter formal primary schooling, sit for primary education examinations under special arrangement, preferably rejoining formal secondary education or receive some kind of certification of attendance on completion.

The primary beneficiaries of the programme are children between 8 - 18 years old. These have been divided into two cohorts. Cohort one will comprise 8 - 13 year old children and cohort two 14 - 18 year olds. Basic subjects will include: Communication Skills, Mathematics, General Knowledge, Vocational Skills and Personality Development/Life Skills.

The Programme will be piloted in Kisarawe, Masasi and Kinondoni districts ready for country-wide adaptation and replication, using the following criteria:
• districts where ICBAE have been piloted include Lushoto, Morogoro Rural, Sengerema and Moshi Rural;
• districts in the first phase of local government reform (Newala, Masasi and Sengerema);
• districts with high drop out rate which leads to low enrolment and high illiteracy rate; and
• accessibility and level of economy of the participating districts.

Conclusion. Basic education is an indispensable component in the socio-economic development of a nation. Without due emphasis and seriousness placed on 'complete' education of adults and children, Tanzania cannot effectively pursue her national goals and realise her development objectives. The implementation of the proposed basic education reform programmes, therefore, is a necessary step towards this end. However, the implementation of the reforms will depend largely on local partnerships and willingness of local communities to participate in the development of their education and that of their children. For this to happen the Government is committed to massive sensitisation, mobilization of existing NGOs, local partnerships and co-ordination at various levels of implementation.

3.1.3.5 The ICBAE programme. The ICBAE Programme has been designed to increase access to quality and sustainable basic education for adults and out-of school youth in the country, through development of a learner-centred and community based approach. The programme was designed in response to the findings of the national literacy census conducted in 1992 that adult literacy classes were dying out and illiteracy was on the increase.

The Programme is based on models developed in a four year pilot project (1993 - 1997) supported by Swedish International Development Agency (SIDA) and Sasktchewan Institute of Applied Science and Technology (SIAST) in four wards - Kiroka (Morogoro), Kishinda (Mwanza), Soni (Tanga) and Sembeti (Kilimanjaro) for country wide adaptation and replication. The key characteristics are empowerment, ownership and sustainability. Under ICBAE, participating communities are empowered to assume full responsibility in making decisions on what to do, how to do it and when, for their own benefit. The aim is to enable the community to develop a positive attitude towards the implementation of literacy and development projects, and to make them sustainable through the utilisation of their own resources. Adult literary circles are led by facilitators using participatory and dialogue and discussion technique of the REFLECT methodology.

The government's objective is to expand the ICBAE programme to cover 2348 wards with an enrolment of 6.3 million adults by the year 2003. However, it would appear that the communities in the piloted wards have been depending on donor support to implement the

ICBAE projects. Once this assistance is withdrawn the community's capacity to implement the projects will be severely affected. The expansion of the programme should, therefore, be linked to rural credit circles. Capacity building at community level in financial management is essential to ensure transparency and accountability in all activities, including allocation and use of financial resources. In addition, the connection between literacy and development initiatives need to be emphasised.

3.1.3.6 Youth education/out of school children. Besides low enrolment rate of the relevant age groups, almost 30 percent of those entering Standard I do not complete the 7 year cycle. Data shows that out of the 628,005 children who enrolled in Std I in 1991, only 456,780 children completed Std VII in 1997. Thus the transition rate in Std. I – VII was about 68.4 %. The transition rate from primary to secondary education was about 16.0%. This leaves the majority of the primary school leavers (84%) without opportunities for continuation.

Some provision has been made in order to absorb some of the out-of-school youth. Complementary Basic Education (COBET) programme has been introduced to cater for the school age children and adolescents of 8 – 18 years; i.e., those who have not been reached by the formal primary education, including the non-enrolled, dropouts, orphans and street children. On the other hand, the Integrated Community Based Adult Education (ICBAE) programme, has been designed to target illiterates and out-of-school youth. Among others, out-of-school youths will be encouraged to enrol into the programme, and will be provided with a basic grant for establishing and maintaining self-help income generating projects.

A Post Primary Technical Education Programme was established in 1975 in several centres by the Ministry of Education and Culture for the purpose of preparing primary school leavers for employment in the rural areas and urban informal sector. However, the centres have been characterised by decreasing enrolment, insufficient operating funds, management problems, and little social acceptance. These factors have affected the quality and quantity of the output and the programme has now almost collapsed in many parts of the country.

Other existing facilities that can absorb the out-of-school youth are the Vocational Training Centres (VTCs) under VETA in the Ministry of Labour and Youth Development, Folk Development Colleges (FDCs) under the Ministry of Community Development, Women Affairs and Children (MCDWAC) and other VTCs established and managed by various NGOs, parastatal and individuals.

3.1.3.7 Vocational education. Vocational education and training has been designed to prepare, update and retain artisans for employment and self-employment at semi-skilled and skilled levels in any branch of economic activity. Vocational education programmes include apprenticeship training, skill upgrading, informal vocational training, technical and commercial and industrial programmes. Vocational education programmes are offered in different institutions, including Post Primary Technical Centres (PPTCs) under the Ministry of Education and Culture, Vocational Training Centres (VTCs) under the Ministry of Labour and Youth Development, Folk Development Colleges (FDCs) under the Ministry of Community Development, Women Affairs and Children, and other VTCs established and managed by churches various NGOs, parastatals and individuals. In 1996, there were 18

VETA vocational training centres in Tanzania with an annual output of 3,100 graduates. However,

- most of the vocational trades offered are those found in the conventional fields of engineering which do not match with the current demands for technical skills for the new economic and industrial policies;
- the majority of those who enrol in vocational courses are the primary school leavers, many of whom have no interest and lack information on careers;
- most of the vocational education curricula lack aspects of managerial and entrepreneurial skills;
- the certificates awarded do not show trainees' performance in respective subject areas; and
- there is acute shortage of trained teachers for vocational education and training

To resolve these problems, changes will be introduced to ensure effective and efficient provision of vocational education. Some of the moves are:

- establishment of the Vocational Education and Training Authority (VETA) which will co-ordinate the vocational education programme;
- to ensure that as many Tanzanians as possible develop and acquire specific job-related skills and positive attitudes towards all kinds of skills by introducing a wider apprenticeship modular scheme;
- recognition and promotion of traditional, experts and the apprenticeship system as a component of the vocational education and training system;
- to motivate employers so that they accept more technical trainees in their industries;
- to review the curricular for vocational education in order to include aspects of managerial and managerial skills. Guidance counselling will form part of the curriculum;
- to prepare training standards for different fields of technical education to be taught in technical secondary schools;
- proper utilisation of existing vacancies and facilities in technical colleges and other institutions;
- to build and establish more vocational teacher educational institutions, and
- to establish an appropriate attractive package for vocation education and training teachers.

3.2 Secondary Education

3.2.1 Structure and Enrolment

Secondary education system in Tanzania is a 4-2 system of two cycles:
- Ordinary level: there were 207,560 students nationally in 1997.
- Advanced level: there were 18,047 students nationally in 1997

3.2.2 Problems and Issues

The following problems are discernible for the sub-sector:

- **Low Secondary education enrolment rates.** Despite recent increases in enrolments the gross enrolment is around 5% which is low compared to those in neighbouring countries.

- **Low transition rates.** The current transition rate from primary to secondary school is only about 16%. This does not compare favourably with those in Kenya and Uganda which are about 53% and 29% respectively.

- **Poor access by quintiles.** Around 34% of students in Government secondary schools are from the richest 20%, compared to 7-8% from the poorest quintile. Sixty percent of Government secondary school students come from the top two quintiles.

- **Other access barriers.** The current organisational patterns provide additional access barriers, such as transportation costs especially with widely scattered school age populations. The costly boarding system raises costs per school place (around 40% going to boarding costs) and social costs for pupils being away from home. The boarding system also has hidden costs such as supplementary food, which are potential disincentives for pupils from poorer families who may not afford these costs. Despite provision of some all-girls boarding schools, performance for girls has remained poor compared to boys.

- **Introduction of the Polytechnic School.** Tanzania is pursuing a vocationalised secondary curriculum with the aim of preparing the student for entry into the world of work. However, the technical syllabus is overloaded with too many trades, thereby making the coverage of these trades to be superficial. The introduction of the post-secondary polytechnic schools will result in better coverage of a few trades to students completing the present technical secondary schools.

- **Curriculum organisation.** Secondary education provided in the country has been criticised by the public as being largely irrelevant to the current social-economic and political demands. Its quality is low and the curriculum is abstract and overloaded. There is, therefore, an urgent need to simplify the secondary school curriculum and to make it more responsive to changing labour market. For example, at Form I and II, curriculum organisation and instruction might best focus on securing basic numeracy and literacy through a narrow 'core' curriculum. At higher levels, curriculum simplification could improve teacher utilisation and contain costs on excessive combinations with only a few students. Revision of curriculum would optimise the use of resources and enhance performance.

- **The language of instruction debate.** Currently, Kiswahili is the language of instruction in primary schools; English in secondary schools. Students receive a two-week intensive English orientation programme in Form 1 to compensate for inadequate English instruction in primary schools. Some non-government schools now require students to undergo a one-year pre-Form One course with the express purpose of improving their English. It is acknowledged that the limited confidence of teachers in English in some schools results in repeated 'code switching' between Kiswahili and English in the classroom. Questions that arise are:
- does teaching in English reduce the effectiveness of secondary schooling?
- do children from urban-based, often English speaking families, accrue advantage in terms of access to further opportunities in post-secondary institutions?
- what are the costs and benefits of differing strategies both competence in English and effectiveness in education?

In the context of the Education and Training Policy (ETP), English remains the medium of instruction for secondary education and Kiswahili a compulsory subject up to Ordinary Level.

Teacher effectiveness. Student performance in government and non-government schools differ significantly in favour of government schools. Several factors may account for this under-achievement, including the quality of original intake, limited regulation of pedagogical training, poorly qualified teachers and poor management and motivation. Given the growing parental investment in private schooling, quality assurance and regulation policies are critical. A number of strategies could be considered, including compulsory in-service training, regular inspection and staff appraisal, compulsory head-teacher development, enforcement of quality indicators such as teacher qualifications, teacher-student ratios, class sizes and textbooks provisions.

3.2.3 Objectives, Strategies and Targets

(a) Equitable access. Low secondary enrolments are a brake on national development and frustrate the personal development of many able citizens. The highest priority therefore is to **increase access** to secondary education nationally by increasing the transition rate from 16% to 20% by the year 2003. Increasing the transition rate combined with improved secondary school retention will double enrolments over the period strategies on how this is to be attained are presented in chapter 4 p. 60.

(b) Equity and gender. The higher rates of return of secondary education for females are well known. Apart from equity issues, encouraging and enabling girls to complete secondary schools has a positive impact on family planning and child health. Currently, females are under-represented, especially at Technical (6%), University (16%) and Advanced (31%) levels. At O-level and T.T.C. Diploma levels the ratios are 45% and 44% respectively.

National examination data shows significant variations between boys and girls. In 1994, only 2% of girls achieved a division I classification in Form 4 exams compared to 10% of boys. These patterns are due, in part, to girls' under-performance in mathematics/science-based subjects. These trends undermine female access to further studies and job opportunities, including those in the science and technology fields.

Government will give priority to increased equity by addressing the various categories of the disadvantaged. This will be done by achieving gender balance in enrolment; increasing the enrolment of students from rural areas; addressing regional imbalances and by increasing the participation of children from poor families.

3.2.4 Quality Improvement Measures

Secondary education provided in the country has been criticised by the public as being largely irrelevant to the current social-economic and social-political demands. Its quality is low and the curriculum is abstract and overloaded. The curriculum will be revised to make it more responsive to an ever changing labour market.

The broad objectives and targets are:

(a) to make a 25% improvement in student performance by 2004, with equity between genders, urban/rural schools and public/private schools, clearly addressed;

(b) revise the curriculum, for depth and relevance, and draw up strategic plans for implementing a language policy;

(c) develop and sustain a demand-driven instructional materials system, including cost-sharing measures and targeted book grants by Government to poorer families;

(d) restore academic standards and student achievement through strengthening quality control and regulatory systems, including inspections based on certificate of compliance with standards, mandatory teacher and heads of school qualifications and training; and

(e) develop a system for the selected rehabilitation of existing school plants through community participation and locally based contractors. Details can be obtained from *Annex 5 - Secondary Education Development.*

3.2.5 Institutional Reforms, Revitalisation & Strategic Development

3.2.5.1 Increasing autonomy. The Government will devolve operational management of schools to the schools, address issues related to the growing management inconsistencies between government, community-built and non-government schools. The overriding policy priority being the recognition that the centralised system leaves little scope to school boards or heads of school especially of government schools, in decision making over issues such as staff deployment, budgeting and accountability thus reducing their flexibility to provide locally appropriate solutions to local problems.

3.2.5.2 Organisational development. The Government recognises that systems for broad managing and monitoring of progress on plan implementation require urgent strengthening. EMIS operations also require upgrading in order to secure full capture of technical and financial data on domestic and external support to development programmes. Once established, this function will act as the primary point of contact within Government for initial consultations on programme design and appraisal matters.

The Government will ensure that there is effective information flow (technical/financial) between programme/project units and this central broader programme management monitoring function.

The Government recognises the important role the donors can play in the revitalisation process of Secondary Education. The role of the donors will be based on dialogue, consensus and partnership.

3.3 Teacher Education

Teacher Education is a life long learning process. Teaching as a profession should be regarded as being in the process of *becoming*, of perfecting all the time, rather than of *being* perfect at any one stage. This notion implies that no teacher education programme can produce a finished product, but rather one that is ready to begin the long march towards becoming effective.

The main package of teacher education should comprise academic and professional components and within the professional component three sub-components - namely foundation, pedagogy and school experience (teaching practice) - should be emphasised. Issues related to teacher rationalisation and motivation are essentially managerial and tangential to the mainstream processes of teacher education and should be considered under human resource management, which among other things, deals with effective deployment and use.

The focus of teacher education should be the continuous education and experience enrichment, continuous updating of knowledge and skills to enable one to become a good effective teacher in the classroom or in leadership positions.

3.3.1 Problems and Issues

The following are the key problems and issues on teacher education:

- The ETP requires all primary school teachers to have a minimum of Grade A certificate by 2003/04. In 1997 there were about 61,800 primary school teachers without the minimum required qualification who need upgrading. The issues are how best they can be up-graded and what ought to be done to those who won't qualify by the set deadline.
- Many primary school teachers lack a level qualification desirable if pupils are to receive good quality education. They lack basic knowledge for teaching given subjects well. They are assumed competent to teach all subjects they might have failed in their 'O' level examinations. As per regulations Grade A teachers are expected to be able to teach all subjects at primary school level.
- Student teachers in TTCs take a very truncated course with late starts due to delayed arrivals, shortened terms and sometimes cancellation of TP. As a result many graduating student teachers are ill prepared professionally to teach effectively.
- There is lack of consultation and co-ordination between ministries responsible for teacher education.
- There are some diploma courses offered for 2 years after 'A'level education leading to the Ordinary Diploma that raise serious questions about the ability of such teachers to teach in secondary schools and teachers colleges.
- There are limited opportunities for staff development programmes to update teachers' subject matter professional skills and familiarise them with new curriculum, textbooks, and reforms in the education sector. As a consequence, the quality of many teachers is not in tune with current academic and professional developments.
- Many secondary school teachers have poor mastery of the language of instruction, hence are ineffective communicators. Teachers of language have low mastery of the languages they teach. These factors lead to poor teaching and learning, including conducting independent study.
- There is a crisis of teacher supply-demand that is affecting the colleges and the teaching profession more generally. The colleges have only about a third the number of pre-service students they had five years ago and are half empty. The problem is compounded by the weak take up of places offered to would-be students exarcebated by the employment crisis of trained teachers, introduction of user charges for college attendance. At the same time

schools are understaffed by the standards of current staffing formulae, and BEMP's targets presuppose many more teachers being needed in the medium to long term.

- There is a problem of attracting suitable people into the teaching profession. Schools need the services of men and women of first-rate ability. Remedies to the situation will be sought.
- Teachers' salaries, are comparatively low but are sometimes also paid late, especially for primary school teachers in remote rural areas. As a consequence, many teachers are demotivated. Measures must be taken to rectify this situation.
- The Professional Body responsible for standards setting and enforcement of professional ethics – TSC is grossly inadequate. Hence, professionalism is undermined. Measures ought to be taken to have an effective body in place by strengthening and harmonising the roles of Teachers Service Commission and the Teacher's Union.
- There is infrequent supervision and mentoring of teachers at all levels which denies them an opportunity for self-improvement.
- Teacher education has the lowest financial resource bases when compared to other sub-sectors thus having direct effects on infrastructure and the quality and duration of programmes.

3.3.2 Objectives, Strategies and Targets

3.3.2.1 Objectives. Essentially, the aims and objectives of teacher education programmes in Tanzania are to:
- impart to teacher trainees the principles of educational psychology, guidance and counselling;
- impart to teacher trainees the principles and skills of pedagogy, creativity and innovation;
- promote understanding of the foundations of the school curriculum;
- sharpen knowledge and mastery of selected subjects, skills and technologies;
- impart skills and techniques of research, assessment, and evaluation in education;
- enable both teacher trainees and serving teachers and tutors to acquire organisational leadership, management skills in education and training;
- develop the knowledge and skills of reflective practice and life-long learning;
- stop enroling students with marginal passes;
- supply the schools with teachers in quantities and of qualities they require; and
- support curriculum change.

3.3.2.2 Strategies and targets. The medium and long term strategies of addressing the problems and issues raised in section 3.3.1 in order to attain the set objectives include to:
- Upgrade all Grade C/B teachers to Grade A by 2003/04. Those proven to be unable to upgrade themselves, regardless of assistance provided, shall be encouraged to retire voluntarily;
- Enrol only students who meet entry criteria - To be done immediately
- Teachers of primary schools to teach only clusters of subjects – languages, social sciences, science or life skills – where they are best qualified by FY 2003/04.
- Improve consultation/co-ordination between ministries responsible for teacher education.
- Establish diploma education programmes offered in selected colleges that are affiliated to universities so that university Senate validates their curriculum and assessment in order to

improve quality of its products by FY 2003/04. To be able to undertake this task effectively, Universities doing validation themselves must reform their teacher education programmes to focus on the continuous professional development model.

- Ensure that teachers for all levels of education attend a refresher/upgrading course or seminar of at least a week duration, offered either in colleges or TRCs.
- Rationalise the training programme so that as some undergo a concurrent training which combines academic and professional training (especially for graduate teachers) others undergo professional training after completion of the academic programmes by FY 2003/04.
- Allow only those teachers with good mastery of language to teach languages as well as ensure that only those teachers who are capable of using effectively a given language for instruction are allowed to teach it. Otherwise those unable to do so shall be targeted for language skills improvement/enhancement programmes by 2010.
- Improve teachers' salaries thus enhancing their motivation through the government pay reform initiative by FY 1999/2000.
- Establish a National Professional Teachers' Council that will be responsible for certification, setting standards of professionalism, and enforcing a code of conduct for the profession by FY 2003/04.
- Each teacher being inspected at least once every three years and provided with mentoring and development opportunities by FY 2003/04.
- Encourage the private sector to enhance its participation in the provision of Teacher Education.
- Increase resources allocated to Teacher education to match proportional allocation to other sub-sectors – starting FY 2000/01.

3.3.3 Teacher Rationalization

Essentially, this is not a component of teacher education programme. It is more related to human resources management, planning, effective deployment, and use. There are valid concerns about teacher deployment and effective use as well as capacity utilisation, which are cross cutting issues that are discussed at the relevant section of this document and in Annexes 12 and 14. The Government was currently undertaking a studies on TTC rationalisation and Teacher audit findings that shall be used to make better use of TTCs and deploy and engage teachers more effectively.

3.3.4 Gender and Equity

Accurate data on the composition of the teaching force at various levels needs to be collected and updated from time to time. The ratio of male:female teachers needs to be addressed in the process of teacher recruitment. It should be noted, however, that the gender of the teacher isn't the issue to focus too much on but rather the *gender awareness* of the individual teacher working with learners, especially young ones. Gender must be seen in terms of its utility in classroom interaction rather than in its narrow sense of achieving parity of male/female ratio in the profession.

This problem of equality in access must be addressed by both pre-service and in-service programmes as the solutions lie at a local level, in the schools and districts, with the teachers

and local education administrators. These have an important role to play in community development, a central aim of which is universal access to literacy.

3.3.5 Improved Cost Effective Pre-Service and INSET Teacher Education

This can be realised by adopting the following measures:

* Conduct and utilise results of a study on capacity utilisation of tutors, physical plant holding capacity *viz a viz* intake, programme duration and space utilisation – end of 1999.
* Improve tutor utilisation from the current 10 hours per week to 20 hours per week by transferring the excess to other needy colleges or combining pre-service and some in-service programmes for academic upgrading and professional development – end of 1999.
* Offer new programmes for pre-school teachers, teachers of adults, for the special biases, teachers for students with special needs as well as teachers for the mushrooming international schools as well as in new programmes in information technology/ computing.
* Adopt and establish cost effective programme arrangements/specialisation or combinations suitable for each TTC. Categorise TTC by levels – Grade A or diploma; subjects – languages, science and mathematics, humanities and life skills – by January 2000.
* Establish TRCs nation-wide, starting initially with 35 pilot districts that shall subsequently be replicated nation-wide. Use experience from DBSPE, use the TRC for teacher upgrading and professional development especially the C/B teachers. Provide registration, issue guidelines furnish advise and tangible support.
* Evolve distance in-service packages to allow teachers to move up a professional ladder through in-service methods. Undergoing training in TRCs and other non-traditional institutions will avoid the use of the expensive method of returning to full-time programmes.
* Increase the numbers on Master's and PhD programmes that can be taken part-time by serving teachers. Evolve and encourage similar programmes designed to meet specific national needs (such as programmes specifically for trainers, master teachers, the advisory service and the inspectorate).
* Open up postgraduate diploma programmes from the traditional ones intended to address the needs of aspiring classroom teachers, to include a range of other specialised skills; special education, advisory and inspectorate services, educational management, curriculum development and training. Such programmes should be available as part-time programmes, taught by distance methods.

3.3.6 Teachers' Continuous Professional Development

The culture of continuous professional development of the teaching force was lacking so will be encouraged. The deficiency shall be overcome by the development of policies for promoting professional development and the creation of structures within which it can occur.

The process of institutionalising continuous professional development has begun with the establishment of zonal and district teachers resource centres within which professional development activities will take place. Information and ideas are accumulating in districts

where the development of the structure has had some success in professionalizing the teaching force. Initially these shall be pooled and used as the basis for replicating the programme nation-wide. A good relationship between the inspectorate, teacher training institutions (colleges and universities) and teacher resource centres as well as the TIE will be established in professionalizing the teaching force.

Numerous uncoordinated professional development activities, some of which arise from donor-funded projects such as the Secondary Science Education Projects, the District Based Support for Primary Education (DBSPE) improvement project funded by a variety of donors, have emerged and are already ongoing. A Professional Teacher Education Council should be established to co-ordinate professional development activities of teachers at all levels.

Cognisance shall be taken of developments in information technology, both world-wide and regional, which are exerting an increasingly significant influence on both curricula and teacher support process so that they can best be harnessed to assist and promote teaching and learning activities. One needs to note the rise of school-net services via web sites to teachers in the sub-region and elsewhere. Similarly, there shall be need to learn from Commonwealth of Learning initiative, of which Tanzania is part, in professional development by distance methods, via web site which allows access to locally developed curriculum and training materials. The linking of the development of the teachers' resource centres network and of the information management network is a logical step which shall provide a platform from which Information Technology services to teachers could develop.

3.3.7 Teacher Motivation and Conditions of Service

Terms and conditions of service under which professional teachers operate impinge on training programmes in a variety of ways. Any effective training programme must take cognisance of the realities of the profession; it must enable teachers to do the best possible job in the conditions they find themselves, not in some set of ideal conditions.

Public and private school teachers frequently complain of poor remuneration and working conditions. Low pay is common in government schools and this has led to teachers looking for other alternatives to increase their income, including participation in private tuition, animal husbandry, farming and petty trading activities. Private schools, which on the surface appear to pay slightly more, sometimes overwork teachers and make them unable to breathe, while ultimately not enabling them to make ends meet especially after retirement. The high esteem accorded to teachers and the teaching profession waned quickly, thus making the profession less attractive. In some schools, teachers are frustrated because of lack of appropriate working resources such as good laboratories, decent libraries, or appropriate instructional technology (overhead projectors, VCRs, computers etc.) and poor working environment, poor housing, poor classrooms that were at times not well furnished. Some schools are located in remote rural areas which are unattractive to young teachers educated in urban areas. All these phenomena frustrate teachers and will be addressed seriously. Of importance is to ensure that the best people are attracted to the teaching profession so that they can appear to *deserve* good remuneration for the good job they do, and are given the resources to do so. This is the key to retaining quality teachers.

3.4 The Tertiary and Higher Education

The tertiary and higher education sector comprises of all post secondary education and training institutions estimated at 140 institutions, spread over 13 ministries, out of which 20 are classified as higher education institutions that include three public universities.

3.4.1 Problems and Issues

The problems and issues that require addressing include:

i) *Small sizes of universities.* In 1997 the largest public university, University of Dar es Salaam, had an enrolment of 4131 students and Sokoine University of Agriculture had 1031 students. The Open University of Tanzania though with 4809 students is a red herring since it takes very long for one to graduate and completion rates may be very small and has remained untested. The two colleges of the University of Dar es Salaam (MUCHS and UCLAS) have 451 and 228 students HES, respectively. Thus, the total University system enrolment is 10,653 students (1998). This results in poor economics of scale, with staff student ratios of less than 1:7. The ratio is as low as 1:1 in some units such as in Nursing Programme.

ii) *Fragmentation and compartmentalisation of knowledge.* The higher education system is diffused and widely distributed such that basic sciences are taught at three university campuses of MUCHS, SUA and UDSM resulting in duplication and poor synergy. In each university there are many units, some quite uneconomical but enjoying exclusivity in the definition of what is legitimate knowledge.

iii) *Low participation rate of 0.27 gross enrolment ratio for a national population of about 32 million people.* The long-term impact will be poor externalities, impact and the absence a critical mass of qualified staff to service the whole population.

iv) *Poor gender balance.* The whole university system is experiencing serious gender imbalance as girls form only 16 percent of the total enrolment, ranging from 18 percent at UDSM, 24 percent at SUA, 12 percent at OUT, in technical colleges the situation is even worse, at 6 percent girls. In the other non-university higher education institutions, the average is 30 percent girls. These imbalances need to be addressed.

v) *High unit costs.* Given the small sizes of the institutions and the poor staff student ratios, the unit costs have remained high, both as compared to other institutions in the region and as multiples of unit costs at the lower levels of schools.

vi) *Under-funding.* Characteristically over 87 percent of budgetary allocations go to personnel enrolments so the key quality related inputs such as textbooks, chemicals and new technologies are poorly funded.

vii) *Poor quality of outputs.* There has been serious dissatisfaction with the product of the system as graduates cannot hold down to a job and they show unsatisfactory work performance.

viii) Poor remuneration package for academic staff, leading to brain drain

ix) High donor dependency on capital development

x) Poor remunerations

xi) Deterioration of infrastructure.

3.4.2 Objective, Strategies and Targets

a) Rationalization of the Sector. The lack of co-ordination in the development of the tertiary and higher education sector, and hence the lack of centralised allocation of resources among the various public sector bodies providing education and training has been fully recognised and documented through the **Social Sector Review** process under the joint tutelage of the World Bank and the Government. The problems enumerated above are real. The current objective is to rationalise the sector so as to improve co-ordination and reduce undesirable overlaps, unit costs, and wastage. The proposed strategies and targets include:

- creating a co-ordinating body responsible for the rationalisation of existing training capacity (HEAC);
- surveying of institutional sizes, enrolments, capacities and their utilisation, and options available for their survival;
- retaining only well performing public institutions for support, making them viable, economical, competitive, cost efficient, and governed by market needs; and
- redefining the government role as it changes from the key provider and financier of education and training to that of both a provider and an enabler, regulator, stimulator, and animator for other providers to come in.

3.4.3 Expansion of Enrolment

Tanzania has over the years recorded some of the lowest enrolments in East and Central Africa, with an enrolment level of 10,600 students in three universities and two constituent colleges. This makes the cost of education in public universities extremely high. The Government is committed to expand access to Higher Education to about 24,000 students in public universities by year 2004.

To achieve the targets, education sector budgetary allocation will be increased to about 5% of the GNP during the same period. Other strategies shall include almagamation of small institutions to form part of established universities so as to be able to benefit from economies of scale, better utilisation of staff while taking on professional/technical programme currently being offered by these institutions. It will also mean involvement of third parties in financing higher education, encouraging off-campus students, distant education, and targeting resources toward physical plant and facilities expansion and/or improvement. This will entail a number of activities including developing a means-testing mechanism to ensure that loan and/or grant is provided to the needy only.

3.4.4 Quality Improvement

Apart from a low enrolment level, the quality of higher education has equally suffered over the years. Attrition rate is very high in both technical and higher education institutions. Besides, there is a growing concern regarding the inability of graduates to perform simple managerial and clerical tasks, and hence the need for remedial work for those who get employed.

To arrest the situation, the Government will strengthen the Higher Education Accreditation Council to monitor quality improvement, provide enabling environment for reviewing higher education institution curricula; and retraining academic staff to attain more specialised skills. Other measures would involve overhauling curricula to incorporate new areas of higher education and at the same time provide for flexibility toward changing environment, and introduce output/student based funding mechanisms.

3.4.5 Redressing Gender Imbalance

Notwithstanding the low enrolment level in institutions of higher learning, there's still a very skewed enrolment, gender-wise. Females are poorly represented in all institutions. The situation is worse in science and engineering faculties. In 1997/98 academic year, women representation in public universities/constituent colleges was 16%, while in science disciplines was about 6% only. The essence of gender imbalance in enrolment is generally historical; and perpetuated by the formal and non-formal socialisation process in the school and universities environment.

The contemplated affirmative measures to be taken to address these shortfalls include:
• a co-ordinated effort between MoEC and MSTHE to sensitise female students to take up science subjects;
• resocialisation of cultural beliefs and practices regarding girls education;
• expansion and diversification of physical and pedagogical facilities in science schools and facilities;
• pre-enrolment science course for girls;
• more boarding places for girls; and
• redefinition of science to include home science
• provide girls scholarships; and
• remedial Science for girls.

3.4.6 Institutional Transformation

Currently, all public education and training institutions at tertiary and higher education level are heavily dependent on government directions and funding. The institutions are manned with managers who are appointees of the state. It is the policy intention of the Government to assume a different responsibility – that of developing a framework for its supervisory, regulation, guidance, quality assurance, and providing incentives for higher education institutions to have more autonomy. This is to allow them to be managed more efficiently, in a business-like style.

The proposed strategies include:
- introduction of a Higher Education Act that will provide for modalities of a contractual relationships between the state and the institutions;
- creation of an effective Higher Education Accreditation Council for quality assurance and accreditation of institutions;
- the state avoiding getting directly involved except in ensuring law and order;
- students to be sponsored on mutually agreed upon terms using capitation grants;
- institutions, in collaboration with the state, to create their own staff regulations and terms of services;
- governing organs such as Councils, Boards and Committees to have greater authority in the management of the institutions without biting the hand that feeds them; and.
- the principal officers of the institutions to be appointed by the governing bodies on an objective criteria of merit in an open system that inspires confidence, fairness, competence and acceptability.

3.4.7 Financing of the Tertiary and Higher Education Sector

Unlike in secondary education where the private sector has a significant presence of almost half of the enrolment, tertiary and higher education is primarily public. It consumes about 21.4 percent of the annual education budget, allocated as block grants, broadly earmarked for personnel emoluments, operations, and other charges, as opposed to capital grants. This includes coverage of students living expenses through a loan whose recovery scheme is doubtful. Parental and beneficiary contribution is only through the general taxation pocket allowances, incidentals, and opportunity costs.

It is the Government policy intention to change this approach to the financing of tertiary and higher education by introducing measures for getting financial contributions from a broader spectrum of the society. The strategic moves contemplated include:
- rationalisation of the level of government contribution to higher education;.
- introduction of competitive awards, scholarships and fellowships especially to able girls;
- introduction of legally protected students loans scheme;
- improving the quality and access through beneficiary contributions and shifting of resources from welfare to the provision of education;
- encouraging income generation activities in the institutions; and
- providing financial assistance to the poor but academically able students.

While remaining a key provider and financier, the Government will actively encourage the private sector to:
- establish and maintain higher education institutions;
- provide loans to students;
- establish scholarships, fellowships, endowment funds, sponsored research;
- enter into partnership or joint ventures with existing institutions;
- provide part-time employment for students;
- accept and actively participate in contributing to the Education Levy; and
- Provide financial assistance to poor but capable students.

3.4.8 Participation of the Tertiary Sector in the Preparation of the Strategic Framework

The exercise of preparing this Strategic Framework for the Tertiary and Higher Education was truly participatory. The MoSTHE sent a senior officer for full time participation in its preparation. In addition, the Director of Planning at MoSTHE fully co-operated in supplying the Appraisal Document Team with key documents and file data that was very useful in this exercise. In addition, MoSTHE was fully represented at the Joint Government/Donor Meeting at Bahari Beach which approved the outlines of the Appraisal Documents. Indeed, the Permanent Secretary of MoSTHE was the alternate Chairman of that meeting and was fully represented in subsequent meetings that made inputs in the preparation of the Appraisal Document. The Director of Planning MoSTHE is a member of SMC and IAGE, while the Permanent Secretary MoSTHE is a member of ESCC.

3.5 Support Institutions

Two categories of support institutions can be cited. The first category includes those institutions which support the main programmes assigned to the Ministries involved in Education. These include the Tanzania Institute of Education (TIE), the National Examinations Council of Tanzania (NECTA), Tanzania Library Services (TLS), the Institute of Adult Education, (IAE), Teachers' Service Commission (TSC) and the Tanzania Elimu Supplies (TES). The second category includes those institutions which are implementing some educational programmes, mainly for specialised groups or are providing educational and training resources for MOEC assigned or specialised programmes. These include Non-Government Organisations (NGOs), Community Based Organisations e.g. Educational Trust Funds and the Private Sector. It is the policy intention to mobilise the support institutions in both categories as the reform process require consensus and an all out attack of the education bottlenecks.

3.5.1 Tanzania Institute of Education (TIE)

The Tanzania Institute of Education (TIE), was established by an Act of Parliament No. 13 of 1975. The main objectives of the Institute are curriculum development and research. Specifically, the Institute's functions include:
* development of educational programmes with regard to objectives specified by the Government and to undertake the evaluation of courses of study and practices on the basis of such objectives;
* analysis, review and revision of curricula and syllabi and supervision of such change in the syllabi and educational programmes;
* specification of the standard of equipment, and other facilities used for educational purposes;
* undertake production of equipment, instruments and other devices for educational use;
* conducting training programmes in subjects associated with the development of curricula and syllabi; and

giving advice and assisting the government make recommendations on matters relating to curriculum reform as well as matters relating to the achievement and maintenance of high standards of competence in teaching.

The Institute is, however, faced with a number of constraints, the major one being underfunding of its programmes. TIE depends on government subvention which is currently mainly allocated to staff salaries. The Institute requires funds for curriculum research and in order to allow syllabi reviews take place as anticipated. It also needs funds for more facilities and equipment to undertake the stated functions. The Institute, must in the meanwhile, find ways and means to recover costs and market its services more aggressively. Government effort will be directed at making TIE a functional and quality assurance support unit of the whole education system.

3.5.2 National Examinations Council of Tanzania (NECTA)

The National Examinations Council of Tanzania is responsible for the design, regulation, conduct, and administration of the National Standard VII, Form IV, Form VI, Teachers' Certificate and Diploma examinations. The challenge facing the National Examinations Council is on how to respond reasonably well to the demands put on it by the education and training policy, including ensuring and maintaining validity, reliability, confidentiality and security of examinations and awarding appropriate certificates to successful candidates completing a given cycle of education. In addition, it has to rationalise the design, conduct and administration of national examinations and constantly carry out policy-focused and action-oriented research and evaluation of examinations. The Government will take further steps to ensure that NECTA consolidates these roles and becomes a key player in the reform process, and especially in quality control process.

3.5.3 Tanzania Library Services Board (TLS)

The Tanzania Library Services Board is responsible for the planning, establishment and maintenance of public libraries. TLS has established a network of libraries up to the regional schools and colleges level, and serves as Tanzania's national depository of all publications. TLS has not, however, been able to satisfy public demand for its services at district, village and community levels. The quality of libraries, especially at regional and school levels is very poor. There is, therefore, need to ensure that school, district, regional and village libraries are available and well resourced. Some library activities will be decentralised so that local authorities may complement TLS.

3.5.4 Institute of Adult Education (IAE)

The Institute of Adult Education (IAE) has been assigned the responsibility of designing, developing, making available, and monitoring curricula for literacy, post-literacy, functional literacy and continuing education programmes. It is also responsible for training teachers and administrators of adult education, producing teaching–learning materials for adult learners, conducting correspondence education, examinations, research and promoting library facilities for adult education as well as stimulating and promoting mass education through mass media resources, magazines and newspapers.

3.5.5 Teachers Service Commission (TSC)

The Teachers Service Commission was established to undertake the responsibility of maintaining and controlling a Unified Service in which all teachers (primary, secondary and teacher education) should belong. The commission is required to seek for and provide for professional advice and promote the rights, services and welfare of teachers. TSC is also required to promote teachers professionalism, code of conduct and moral ethics in the teaching profession through seminars and meetings for teachers. This is consistent with the need to provide an attractive incentive package for teachers, reviewing and updating the existing terms and conditions. It is the desire of the Government to make TSC an all inclusive service unit for the whole teaching profession (private and public), closely working with local authorities which will resume the work of recruitment and management of teachers.

3.5.6. Tanzania Commission for Science and Technology

Science and technology are increasingly becoming the vital pillars for the social economic development of any country. The government clearly reorganised this role as early as 1968 when an Act of Parliament was passed to create the Tanzania National Scientific Research Council. This was repealed and replaced in 1986, by the Tanzania Commission for Science and Technology whose main functions are to:

- formulate policy on the development of science and technology;
- monitor and co-ordinate activities relating to scientific research and technology development;
- acquire, store, and disseminate scientific and technology knowledge; and
- advise the Government on matters relating to research priorities allocation of resources, regional and international co-operation, training and recruitment of research staff, and instruction of science subjects in the education system.

It is the policy intention of government is to strengthen the Commission on the lines of its mandated functions. The way it will interface with science and technology subjects in our schools is of crucial importance to the reform process as the government gives high priority to the study of science and technology in the education system.

3.5.7. The Higher Education Accreditation Council

In recognition of the importance of effective co-ordination and better performance of higher education, the Government, in 1995, created the Higher Education Accreditation Council, (HEAC), through the Education (Amendment) Act No. 10 of 1995. It has the following mandated functions:-.

1. Promotion of knowledge by:
- developing, processing, storing and disseminating knowledge for the benefit of humankind; and

- promoting networking and cooperation among the institutions of higher education in order to achieve the above objective more effectively;

2. Co-ordination of:
- admissions into institutions of higher learning;
- courses/programmes in institutions of higher education;
- recurrent and development budgets for higher education institutions; and
- long-term development and planning of higher education.

3. Monitoring and evaluation by:
- visiting and technically inspecting higher education institutions and making appropriate recommendations thereon to the Government;
- regulating and ensuring the standardisation, recognition and equation of degrees, diplomas and certificates conferred or awarded by universities and other higher education institutions;
- monitoring the quality and relevance of higher education institutions and their programmes.
- producing student transfer procedures for courses offered in institutions of higher education.

4. Accreditation **by recognising, approving and accrediting higher education institutions and programmes.**

5. Advisory service by:
- Advising the Government, private sector, and individuals on the establishment of higher education institutions;
- Offering expert advice and recommendations to the government on matters relating to higher education, training and research.

6. Dissemination of information on higher education by creating a database on higher education institutions for easy retrieval and use by the public.

The vision of the HEAC. The vision of the HEAC is to contribute towards the promotion of good quality higher education in Tanzania by establishing quality assurance indicators in teaching, learning and research environments as well as for performance and awards conferred by public and private institutions inside and outside the country.

Organisation of the HEAC. The HEAC is an autonomous body composed of 10 members of the Council and a full-time Secretariat. The Council meeting is the policy-making organ. It oversees all matters relating to the promotion of good quality higher education provided inside Tanzanian and that provided to Tanzanians studying outside the country. The Council has a Chairperson and an Executive Secretary. It operates through three statutory committees, namely Accreditation, Admissions, and Grants Committees, each working closely with a full-time Assistant Secretary.

Weaknesses and Strategies for Improving Organisation of HEAC. Members of HEAC are mainly Vice Chancellors and Principals or Directors of higher education institutions - the universities, and institutes. This set-up does not allow for objective monitoring and evaluation of own institutions, as there is conflict of interest. Elsewhere, particularly in neighbouring countries of Kenya and Uganda, HEAC is composed mainly of the most senior academic. The Chairman and Secretary General are senior professors commanding high respect in the academic community. In order to improve the objective functioning, HEAC must be reconstituted, mainly with neutral but senior academic and public servants.

Similarly all committees of HEAC must be constituted by women and men with appropriate qualifications and integrity. The Council and its secretariat must have an independent home outside the MoSTHE Headquarters.

3.5.8 Non-Government and Private Organisations

Truly private education provision is quite limited in Tanzania. What are called private schools are primarily Church supported schools (both Christian and Moslem). Private individuals are few but some community trust funds are emerging as key players. It is the intention of the Government to consolidate the relationships with these providers and encourage them to do more.

3.6. The Interlinkages and Interrelationships Cross-Cutting Issues

An education system is an inherently a unified unit by the very nature of its functions and the learning and teaching processes themselves which always have prerequisites and logical progression. As often said, "the whole is always greater than the sums of the parts." Therefore, some cross cutting issues, the relationships and inter linkages, both vertical and horizontal, need to be critically addressed in order to be able to see the essence of designing any phase of the reform programme while taking into account the logical connection of a carefully interwoven whole. The most salient ones include the following:

3.6.1 Capacity Building

The ultimate goal of the reform process is to enable the education system to deliver high quality education services to the mass of children in the country. This will very much depend on the capacity and the capability of the education system to sustain the reforms over a long period of time as human resources development take a long time. A critical analysis of the current capacity and the design of appropriate interventions is therefore an essential feature of the reform process. The capacity will be analysed in terms of infrastructure, institutions, legal framework, human resources, and the capability of the system to undertake and promote collective actions for the effective realisation of the reform process. The details are given in Annex 3 - Capacity Building.

3.6.2 Gender Issues

The benefits of education are better and more extenuated among girls than boys; hence the higher social returns of the education of women than of men. The gender dimension, is

therefore, not only in quantitative equality but also qualitative equity. The benefits of girls education include the moderation of fertility and family sizes, improved health of the family, better use of family planning provisions, and better appreciation of education of the children. It is thus important that there is quantitative equality in gender representation.

At qualitative level, there will be a need to look at gender stereotypes in the curriculum, girls counselling and guidance services, especially at adolescence stage where there is the onset of unwanted pregnancies, girls scholarships at secondary and higher education level to improve their participation and performance, taking girls special needs in school facilities, and improving girls opportunities in boarding places.

3.6.3 Underprivileged Groups

Equity is a major concern of these reforms. Major efforts will be directed at addressing inequities along the lines of religion, class, location and ethnicity.

3.6.4 Financing of the Education Sector

Rational, balanced, and equitable division of the education budgetary allocation results in more harmonious and parsimonious development of the education sector. Recently, in 1995 the per capital expenditure patterns by programmes was as follows:

	Recurrent	As Multiples
Primary	12.5	1
Secondary	92.7	7.4
Teacher Education	131.7	10.5
Technical Education	937.4	75.0
University Education	1793.7	143.5

The question which arises is whether this is a rational way of spending the available resources or it is skewed in favour of the higher levels. This may need rationalisation in favour of primary education.

A related issue is the shares that each tier and type of education is getting. Recently, in 1996 the pattern was as follows:

Primary	64.4	Percent
Secondary	7.4	"
Teacher Education	2.5	"
Higher and Technical	21.4	"
Support Services	4.3	"
Total	100	

The question here is whether there was a good rationale for this distribution of the education budget or indeed some types or levels are being deprived. For instance, secondary education cannot expand dramatically without increasing its share of the budget. The private sector is already showing signs of fatigue so one cannot over-rely on it.

The final issue in financing is the amount of funds that can be realistically expected to come from households to finance especially primary and secondary education. Even fees in secondary schools are not affordable by a significant proportion of the students. There will be need to consider best options.

3.7. The Inspectorate

The role of the Inspectorate is to monitor the delivery of education, adherence to the stipulated curriculum standards, and ensuring efficiency and quality in education. The later requires closer monitoring of schools as well as horizontal feedback mechanisms between the inspectors and other education agencies, managers and administrators at zonal, regional and district levels. School inspection has not been as effective as expected due to low ability of some inspectors shortage or lack of transport, offices and office equipment and the inability of the inspectors to take appropriate and immediate corrective measures where necessary. Therefore, there is need to:
- allocate adequate budgets to allow inspectors to make frequent visits to schools;
- review the recruitment criteria to improve inspectors' efficiency and effectiveness;
- decentralise the inspectorate roles and functions to allow Ward Education Co-ordinators (WECs) and District Academic officers to carry out some of the activities of the inspectorate;
- provide regular ins-service training to inspectors in order to keep them abreast with innovations and new approaches in their subject areas;
- review the role of the inspectors to make it more advisory; and
- develop qualitative and quantitative performance indicators so that they can be used to appraise teachers and inspectors.

4.0 MEDIUM TERM PRIORITIES AND SEQUENCING
OF REFORMS 1999/2000 – 2003/4

4.1 Macro Level Strategy and Targets

There are four main policy priorities over the medium term. The first priority is to ensure growing and equitable access to relevant and high quality primary education and adult literacy. This will be attained through the expansion of facilities, quality improvement measures, including efficient supply of appropriate instructional materials, enough qualified teachers and efficient use of available resources. The central objective will be to address gender, social, geographical, inequities in the provision of education.

The second priority will be to provide a conducive and enabling environment for both government and private sector partnership in the provision of education at all levels. This will be achieved through liberalisation of education provision and the creation of appropriate environment and mechanisms for effective co-ordination of education providers.

The third priority will be to strengthen the capacities of education stakeholder ministries for policy and strategy development, including better co-ordination among themselves and other partners. This will be achieved through capacity building, including managerial and institutional, establishment of an effective Education Management Information Systems (EMIS) and of structures for the co-ordination and monitoring of the development process.

The fourth priority will be to strengthen the capacity of districts, institutions, and authorities for the planning and management of education at pre-primary, primary and secondary levels. This will be achieved through proper identification and selection of personnel, appropriate training of the personnel and establishment of legal framework for their effective operation.

4.1.1 Increasing Basic Education Spending

The Education Sector has been given high priority by the government. In the past five years, budgets and expenditures shares for the sector showed a slight decline from 26.6% (1994/95) to 21.9% (97/98). In the period 1998/99, however, there has been improvement to 24.2%. In consideration of the requirements for addressing the priorities of the sector, the government intends to continue improving the allocation to education and corresponding larger shares to basic, secondary and teacher education. The basic education share has slightly increased from 62.1% in 1994 to 64.4% in 1997/98 while secondary education share has declined from 9.5% in 1994/95 to 7.4% in 1997/98. Teacher education has remained at 2.5%. Higher and Technical education share increased slightly from 20.1% in 1994/95 to 21.4% (1997/98). The low level of funding in secondary and teacher education leads to poor access and quality secondary and teacher education, and consequently provide a weak source of students for institutions of higher learning, teacher education and the labour market. Furthermore, poor secondary education demotivates and retards enrolment at primary level as parents weigh the chances of their children proceeding to secondary education.

The Government will gradually increase the allocation to education to 25% of the national budget by the year 2003/4 out of which Basic Education share will be 70%, while secondary, teacher and tertiary education will share the rest, with secondary education allocation rising from 7.4 to 10%, teacher education shares from 2.5 to 5%. Combined with efficiency gains at all levels, this measure will increase availability of education inputs geared at addressing quality and equitable access.

4.1.2 Linking Basic Education Provision to Poverty Eradication

A high quality, equitable and universal basic education is the basis for attaining the targets for vision 2025 and those of the poverty alleviation strategies.

The basic education priorities and strategies are consistent with the Poverty Eradication Strategies which include, *inter alia*, the following:
* equal opportunities and rights to basic education for both girls and boys;
* special programmes for girls to access tertiary education;
* emphasis on quality education;
* priority to science and technical education in institutions of learning;
* pregnant school girls to be allowed to complete their primary and secondary education; and
* support programmes to teacher trainees who are too poor to meet the costs of their education.

4.1.2.1 Specific strategies to achieve the objectives . The following shall be done:
* Private sector and NGOs will be encouraged to participate in education provision. The appropriate and necessary environment will be put in place to enable their effective and efficient participation including:
    - *legal provision already in place – The Education Act No. 25 of 1978 and Amendment No. 10 of 1995;*
    - *education radio programmes and public meetings sensitisation are ongoing; and*
    - *appropriate incentives for the private providers.*
* Budget for education to increase to 25% of government discretionary spending over the plan period.
* Family life education to be taught at both primary and secondary education levels through:
    - *inclusion of family life education in the curriculum – done;*
    - *preparation of instructional materials – done; and*
    - *implementation – done on a pilot scale, full implementation by January 2000.*
* Pregnant school girls to be allowed to complete their studies
    - *Regulation in place by December 1999. Implementation by June 2000.*
* Increased pass rates in science, mathematics, and technical subjects for secondary school graduants who will feed science and technology institutes by:
    - *launching programmes for in-service and skill up-grading for teachers of science, mathematics and technical subjects by May 1999.Implementation by July 1999;*
    - *provision of adequate science instructional materials to schools and re-start science practicals in 'O' level secondary schools and teachers colleges by July 1999; and*
    - *training of more teachers of science for primary schools.*

- Communities to construct and rehabilitate school buildings and also provide and take care of school facilities, through use of education levy and communities own efforts with support from the Community Education Fund.
  - *Regulations in place by June 1999. Implementation by July 1999.*
- Adult education programmes to be better resourced through government grants and loans and support from NGOs, the programmes be appropriate and expanded.
  - *COBET and ICBAE programmes have been developed.*
  - *ICBAE programmes to be expanded to 47 districts from the current 4 pilot districts. Expansion as from June 1999.*
  - *COBET programme to start from June 1999.*
- Students in primary, secondary and teacher training colleges who are academically capable but financially unable to pay school fees will be supported by respective District Councils by way of education levy. Current support of girls in secondary education through GSES project will be continued and expanded.
  - *Education Levy in place by July 1999.*
  - *Criteria and identification for support by October 1999, implementation by January 2000.*

4.1.2.2 Disadvantaged/marginalised groups. Initiatives for the disadvantaged groups remain relatively few and scattered. The disabled have suffered from having limited opportunities of getting education. Less than 1% of them get primary education. The cost for equipment is high while there is no adequate training of teachers of special education. Cultural beliefs about handicaps lead the parents to hide the handicapped children whereas there is no authentic data on various handicapped children and their whereabouts. Some groups have not had equitable access to education because of their style of living, for example, hunters, gatherers, fishermen and pastrolists, others on account of marginalisation, for example orphans, and street children. It is estimated that there are about 3.37 million people with various disabilities in Tanzania. There have been efforts to integrate e.g. the blind and physically handicapped children into some programmes for the disabled in normal schools. There is need, however, to assess and identify other forms of handicaps and plan strategies for addressing them. Similarly, talented children will be identified and given appropriate support services so as to realise their potential.

4.1.2.3 Retention and completion. The 1978 Education Act No. 25 and the 1995 Education and Training Policy stipulate that primary education is a 7-year cycle and is compulsory for all school age children. However, this Act is poorly reinforced. Children absenteeism, truancy and dropout rates are on the increase. In 1997, the drop out rate was 13.6% in Standards IV – V and 3.3% for standard III-IV. About 30% of children who enter Standard I do not complete the whole seven-year cycle. Many who drop out are from the low social economic status group, as parents of these children need their children's labour. Retention and completion of primary education will be ensured by improving the school environment so that it is conducive for learning as well as making the curricula relevant and functional as well as teaching/learning process more interesting.

4.1.2.3 School performance. School performance has been declining over the years mainly due to the poor quality of teaching offered in schools. Performance is bad for both sexes but is worse for the girls. In 1996, 25.6% of the boys passed the PSLE while only 14.0% of the

girls passed the PSLE at 50% pass mark. This means that the majority of the pupils exit primary education with very little knowledge particularly skills in reading, writing and counting. Factors which contribute to poor performance, particularly for girls will be analysed and strategies laid to resolve them. Performance monitoring systems through strengthened inspectorate, examination services, and continued analysis of performance results and their dissemination to parents will be carried out. The Government will adopt a performance based management system for the entire education enterprise.

4.1.3 Focus on Disadvantaged Areas and Communities

In recent years, the private sector and local communities have significantly contributed towards expansion of education provision. Some areas and groups, however, have remained disproportionately represented due to either social, cultural and/or geographical reasons. The Government will provide incentives like tax exemptions for educational services rendered in deserving educationally undeserved areas and groups. Furthermore, steps will be taken to contribute towards the construction of infrastructures necessary for the provision of equitable education in such areas and for such groups or communities.

Interventions will include boarding schools in areas with harsh environment and pastoral areas, boarding facilities for girls students where appropriate, and provision of some construction materials to aid the building of schools in economically disadvantaged areas.

4.1.4 More Labour-Market Responsive Post-Primary Education

Primary education curriculum has been too academic, and reproduction oriented, imparting little problem solving skills. Inclusion of vocational skills has been attempted but has not been effective due to lack of trained teachers. Furthermore, facilities for effective teaching are lacking. In order to address this shortfall, the Government will introduce vocational and life skills into the teacher education curriculum.

Secondary education curriculum will be improved to include life skills and content made more relevant to the environment and community needs. Furthermore, technical and vocational secondary education will be strengthened to meet the needs of the 21st century of science and technology by equipping and staffing some of the existing technical secondary schools to become polytechnic schools, culminating in certification in specific skills.

The following measures shall be taken in order to realise the above stated objectives:
- *needs assessment by June 1999;*
- *inclusion of life and vocational skills in teacher education curriculum by December 1999;*
- *vocational education Institutions mapping and needs assessment by June 1999;*
- *strengthening of Institutions capacities by December 1999; and*
- *implementation January 2000.*

4.2.0 Basic Education Strategy and Targets

4.2.1 Moving Towards High Quality UPE (at least 85% gross enrolment by Y2002)

The Primary school gross enrolment ratio for 1981, 1991 and 1997 are 98%, 81% and 77.9% respectively. The net enrolment ratio was at 69.7, 53.8, and 56.7 in the same years respectively. This clearly shows a steady decline in primary school enrolment which is attributed to a variety of reasons, ranging from poor learning environment to lack of confidence of parents in the relevance and quality of primary education. Drop out rates have also increased significantly, ranging from 4.6 in 1981 to 6.7 in 1997, and leading to low completion rates. Inspite of this the Government is firmly committed in providing primary education to all school-age children through the following strategies:

- provision of additional classrooms. (*15,000 additional classrooms constructed by 2004 - Annex 10: school facilities*);

- optimum use of existing classrooms through double sessions for urban schools. (*implementation by districts by 2000 - Annex 10: school facilities*);

- rehabilitation of existing classrooms. (*13,000 classrooms repaired by 2004 - Annex 10: school facilities*);

- provision of teachers' houses. (*5,000 teachers houses constructed by 2004 - Annex 10: school facilities*);

- provision of appropriate legislation for school authorities to secure enrolment and attendance of pupils including regulating teacher absenteeism. (*legislation in place by early 2000 - Annex 1: Legal Framework*);

- public sensitisation programmes and incentive schemes to encourage parents to send and keep their children in school. *(on-going -- Annex 6: publicity and mass communications); and*

- provision of complementary schooling to out-of-school children of school age. (*300,000 Pupils enrolled for complementary schooling by 2004 in 15 districts -- Annex 4: COBET*).

Parallel to the provision of universal primary education, a more important objective is to ensure that the education being provided is of high quality. Strategies in this regard include:

- effecting a sustainable textbook supply system. (*One book per subject per student by 2004 - Annex 11: Primary Education Textbooks*);

- improved teaching effectiveness through College, School and Teacher Resource Centre -- based professional development and academic up-grading. (*All Grade B/C Teachers to be grade 'A' by 2004 - Annex 14: Teacher Education Development*);

- improved pre-service teacher effectiveness largely through curriculum reforms and staff development. (*Revised pre-service curriculum by 2000*);

- strengthening school based academic and professional management and monitoring systems to ensure guaranteed instructional time. (*All primary school Headteachers fully trained by 2004, initial basic managerial training on-going -- Annex 13: School Management*); and

- strengthening the inspectorate to enable it conduct regular and periodic inspections resulting in the issuance of certificate of compliance to national standards. (*One full*

inspection per school per 3 years, in-service short course for inspectors undertaken – Annex 15: Inspectorate Development).

4.2.2 Improved Basic Education Planning and Management

Effective implementation of programmes in the sub-sector can only be carried out if there are good plans and management systems. In view of the on-going reforms in the Civil Service and Local Government, the role of the Central Government will be confined to policy, planning, regulatory, quality assurance, and performance monitoring. In this respect, most of education management and implementation responsibilities will be devolved to district and school authorities. In order to effect planning and management of basic education, the Government will undertake the following strategies:

- strengthening the capacity and co-ordination of central ministries involved in the sub-sector in planning and performance monitoring of basic education. *(On-going – Annex 3: Capacity Building and Annex 8: Education SDP Monitoring and Evaluation;*
- decentralisation of financial management responsibilities to district and school authorities, including staff management. *(Block grants to the first 35 districts by 1999, all districts by 2001 - Annex 1: Legal Framework);*
- strengthening the school planning and management capacity through the context of whole school development. *(All Head teachers and School Committee members trained by 2000 - Annex 13: School Management);*
- increased cost sharing with beneficiaries, including employers/trainees. *(50% cost shared by beneficiaries by 2004);* and
- capacity building at district and community levels to enable them plan and manage adult education programmes and those for out-of-school children. *(On-going - Annex 16: ICBAE).*

4.2.3 Improved Basic Education Cost Effectiveness

The resources made available for basic education are not utilised to the best effect. Although basic education recurrent spending share is the highest in the education sector (64.4% in 1997/98) most of it (95%) goes to service teachers' wage bills. Very little (5%), therefore, is left for funding quality improvement measures.

The apparent shortage of primary school teachers, especially in some remote rural areas is a consequence of uneven distribution of teachers. This has led to teachers in rural areas having heavy teaching loads compared to their counterparts in over-staffed urban areas.

Shortage of classrooms especially in urban areas has led to over crowding with schools having class sizes ranging from 50 – 150, a situation which renders teaching ineffective. This shortage also limits the enrolment of eligible pupils. In some rural areas, however, some schools have very small class sizes and teacher utilisation in those schools is minimal.

The Government objective is to ensure that available resources (human, material and financial) are utilised for effective implementation of programmes in the sub-sector. This objective will be realised through the following strategies:

- rationalisation of the primary school teaching force with the aim of realising efficiency gains in teacher utilisation and deployment. (*Head count by 1999 and teacher redeployment by 2000 - Annex 12: Primary Education Teaching Force Rationalization*);
- as a short-term stop-gap measure, establishment of double shifts in schools with very large pupil populations but very few classrooms. (*Guidelines sent to district in 1999, implementation by 2000*);
- introduction of multi-grade teaching in schools with very low pupil populations. (*Teacher orientation in 2000 and implementation by 2001 - Annex 14: Teacher Education Development*);
- protection of Basic Education spending share at around 70% over the plan period with the aim of moving towards a salary: non-salary spending ratio of 80:20. *(70% spending share by 2004 – Annex 7: Financial Planning and Management)*;
- ensuring community contributions are used to the best effect in providing quality education. (*Guidelines sent to local authorities in 1999*); and
- retention of UPE fee by school authorities for use in book replacement and building maintenance costs. (*Implementation on-going*).

4.3.0 Secondary Education Strategy and Targets

4.3.1 Improved Enrolments and Equitable Access

The current transition rate from primary to secondary level stands at around 17 percent. This is a very low figure compared to transition rates from primary to secondary schools in the neighbouring countries. In Kenya, it is 52 percent and Uganda is 29 (1998). The Government is aiming at increasing the transition rate from the current 16 percent to 20 percent by the year 2004. This means an increase of one secondary school in each district pear year through participation of communities, private and public institutions and individuals. Thus improved and equitable access to secondary education will be achieved through the following measures:

- construction of at least one new secondary school in each district each year. This will mean 180,800 additional places within the 5 Year Plan period;
- appropriate and optimum use of other institutions like Folk Development Colleges and under utilised sectoral institutions for use as secondary schools - 84,000 places - *Situational analyses by end of 1999. Implementation in 2000;*
- communities to build more classrooms to cater for at least two more streams in the existing day schools in catchment areas with enough student population: *target 30,000 additional places by 2004;*
- the private sector will be encouraged to invest more in secondary education and tax exemptions provided on imported educational materials as an incentive and motivation;
- the Institute of Adult Education (IAE) to expand its secondary education evening classes enrolment from the present 12,000 *to 30,000 by the year 2004* through the use of existing secondary school facilities where feasible;
- assistance to be given to selected privately owned secondary schools in disadvantaged areas in terms of seconding qualified teachers, and teaching/learning materials in order to motivate them to provide education to the disadvantaged groups: *Action by 2000;*

- ensuring a gender balance in the provision of secondary education - Councils by way of education levy supporting girl students unable to pay fees but proved academically capable.
  - *Education Levy in place by July 1999*
  - *Selection criteria and identification by October 1999; implementation by 2000.*
  - *Implementation by 2000; and*
- communities being encouraged to build hostels for girls in day schools in order to give students more time to study. *Implementation from July 1999.*

Similarly, measures will be taken to increase places at advanced level secondary education at the rate of at least 10% a year through increased enrolment by:
- having additional streams in the current A-level schools - *Survey of schools, June 1999, implementation 2000;*
- establishing A-level streams in existing O-level boarding and day schools - *Implementation July 1999;* and
- establishing zonal A-level schools only for both girls and boys with specialisation in Arts and Science combinations - *Study to be conducted in September 1999; implementation, July 2000.*

4.3.2 Improved Quality and Relevance

The education provided in secondary schools has been criticised by the public as being largely irrelevant to the current economic, social and political demands as it does not adequately cater for the needs of the country. It is generally admitted that the quality of secondary education is low. This has been caused by problems inherent in the system such as the quality of teachers, the shortage of teaching/learning materials, limited financial resources and some important infrastructures.

Furthermore the curriculum in secondary schools is overloaded; with many subjects some of which are considered to be irrelevant in terms of immediate utility, hence, the inefficient use of staff and plant. In order to address the situation the following will be done:
- review the existing curriculum with a view to recommending a more appropriate and relevant curriculum - *Review by end of 1999, implementation, 2000;*
- improve pre-service and in-service teacher development programme through TTC network and TRCs with more emphasis on pedagogy - *Target – action plan and targets by end of 1999*
- provide enough basic textbooks, with the student book ratio of 1:1 in each subject and improve the supply of other needed teaching/learning materials. Book replenishment fund will be established in all schools - *Implementation July 1999.;*
- improve the teaching of English and Kiswahili languages in both TTCs and secondary schools through participation of all subject teachers;
- introduce specialised Teachers of English and Kiswahili;
- strengthen quality control and regulatory systems including inspections based on certificate of compliance with standards, mandatory teacher and head of school qualifications and training - *Target – registration guidelines by end of 1998; implementation plan 1999. (Annex 15);*

- rehabilitate schools through community participation and financial assistance from donors and/or other sources - *Action in progress;*
- construct laboratories in community schools, renovate and put into working conditions those which have been out of use for years - *Implementation in progress;*
- rehabilitate and convert five of the existing technical secondary schools into polytechnical schools equivalent to A-Level, accepting students from O-Level technical secondary schools, and culminating in the issue of FTC. *Action Plan by December, 1999;* and
- re-stock libraries with relevant and current books and periodicals as well as build libraries and stock them with books in community schools. This will go along with the training of personnel to run the school libraries; *on going programme until 2004;*

4.3.3 Improved Planning and Management

In order to increase managerial effectiveness and efficiency, most operational decisions will be invested in the districts and communities. Districts and communities will plan for and manage their schools against guidelines from the centre. The following measures will be taken:

- districts will establish education funds to capture revenue for education and will manage schools within their area of jurisdiction;
- heads of schools and Board Members will be required to have school development plans and execute them in accordance with ETP - *School plans to be ready by July 1999;*
- heads of schools will undergo training to improve their managerial skills for better management of their institutions - *Implementation is on going.*
- school Boards will be given more powers to control budget, to approve school plans, to monitor performance and school discipline (students and teachers) - *Regulation in place.*
- monitoring of school management will be done by the centre through the inspectorate. School inspectors given more financial resources to enable them inspect each school at least once per annum - *Implementation, 2000.* (Annex 15);
- appointment of school heads will be based on an objective criteria of merit that takes into account experience, academic and professional qualifications and management skills - *implementation, September 1998;*
- heads of schools to ensure conducive environment for teaching/learning and smooth operations. *Survey on status is in progress and guidelines to be in place 1999;*
- MoEC to ensure that all teachers have the professional qualifications and are registered and licensed to teach - *Forms for personal data and professional advancement, 1998; and*
- heads of schools will ensure the proper care and utilisation of resources (books, equipment, chemicals and other facilities) for better academic performance.

4.4.0 Post Secondary and Higher Education Strategies and Targets

4.4.1 Cost Effective use of Plants and Resources

Review of current status on higher education institutions has shown that physical plants and other resources are not fully utilised. Salient features of such inefficiency have included down trend in enrolment level, low staff-student ratio, poor manpower balance, high attrition rate, idle capacity, such as land and classroom. *(see Annexes 17 + 18 for details).*

The government through its various organs aspires to revitalise performance of institution by:

- Doubling the current annual student intake in its public institutions. *(start July 1999)*. In line with this objective, deliberate efforts will be taken to sustain expanded enrolment through increased budget allocation. Off-campus students and distant education will be highly encouraged. The government is also exploring the possibility of expanding selection criteria to incorporate commitment to stay off-campus during the programme.

- Establishing optimal standards regarding the number of employees (academic and supportive) who will be adopted on permanent terms to carry out critical core activities; and allow the rest of activities to be carried out by part time workers or private companies *- (start July 1999, implementation, July 2001)*.

- Targeting institutions resources with much emphasis to core activities of institutions; i.e. separating student administration from activities of training institutions. (*separating training cost from normal OCs by July 2001*).

- Exploring possibility of introducing double sessions to boost both enrolment levels and capacity utilisation. *(start July, 1999)*.

- Establishing institutional performance standards; and once in place, use output/student based funding system. This will not only challenge institutions to fully utilise their resources but also improve the quality of output. *(July 2000, Implementation September 2001)*.

4.4.2 Improved Quality and Relevance of Provision

Annual expenditure per student in Higher Education is generally high compared to other sub-sectors. Apparently the sub-sector still suffers from low quality output and high unit cost. High unit cost is derived mainly from allocating much more funds on student welfare than developmental and learning inputs. It is imperative under the ongoing reforms that the government creates an enabling environment that will not only improve the learning process but also foster enrolment growth and optimal utilisation of facilities and physical plant. Intervention measures shall include:

- improve the availability of learning inputs and pedagogical facilities - *Implementation in Progress;*

- overhaul the curricula to incorporate new needs and inter linkages with the labour market - *start Implementation July 1999; curricula changes ongoing;*

- facilitate the review of semester System commonly in practice elsewhere to reduce the amount of pressure on students to recollect all the facts from year one to third/fourth year - *Institution to submit recommendations by July 2001; Implementation, September, 2003.*

- work out performance standards that will improve the monitoring and evaluation process - *Rationalization process to set standards by December 1999, thereafter on annual basis;*

- work out modalities for introducing a modular system in some of the courses to enhance students performance, as well as expanding enrolment levels - *Implementation of Modular approach in FTC by September, 2001; and*

- create a enabling environment that will facilitate and encourage re-training of teaching staff and continued education for the graduates - *Implementation ongoing.*

4.4.3 Increased Cost Sharing with Beneficiaries Including Employers and Trainees

Higher and Technical Education in Tanzania has been mainly public in ownership, operation and control. Thus, the expenses for post secondary, higher and technical education have been entirely financed by public budget.

In 1992, due to declining government ability and dwindling resources, the Government introduced cost sharing for all social services. The purpose of cost sharing has been to maintain quality and encourage needy students access to education; and at the same time containing government fiscal expenditure. Another important objective, often overlooked, was to change the attitude of people towards the role of the government in financing education.

Cost sharing was introduced in phases. Phase one, covered pocket money, transport and student union expenses. The second phase is meant to supplement meals and accommodation expenses. In post secondary institutions cost sharing has focused on partial payment of tuition fees as well as beddings.

Since its inception in 1992, cost, sharing has remained very unpopular simply because a large section of the students/parents are financially badly placed. As a result student/parents contribution on the cost of education has remained nominal to have an impact on improving the quality and access to education.

In 1994, the government scheduled to move to the second phase of cost sharing in a higher education that would supplement the costs of meals and accommodation. At the same time, the government was aware that the amount of contribution a student/parent was required to make was far beyond the reach of the majority. To reaffirm its commitment in providing equitable access to higher education, the government established a loan scheme currently managed by MoSTHE to cater for meals and accommodation expenses.

The loan scheme under MoSTHE has been experiencing administration problems namely poor record keeping and data management. The government was as well considering the option of using banks to provide loan to students. Experience from other countries as well as Tanzania has shown that, commercial banks do not accept intangible assets such as human capital as collateral to a loan. In addition investment to human capital is regarded as very risky because of student drop out and inability to secure salaried employment. The loan scheme, also lacks a means testing mechanism to isolate the needy students from the rest who can afford to pay for their education. As a result, and partly because of the non-discriminatory policy of the country, the loan scheme has often been construed as a grant.

It is against this experience that, the government is reviewing the modalities of cost sharing as provided in the higher education and technical education policies. Review of the performance of the current loan scheme and the economy has shown that cost sharing remains to be a necessary way of improving and sustaining the cost of post secondary and higher education. Steps are being taken to ensure:

- a means testing mechanism is established *by September 2000* to ensure that student loan becomes available to the needy only and allow the rest of funds to flow toward learning and other developmental inputs;
- broaden the definition of cost sharing to encompass private companies, parastatals, and NGOs in the provision and governance of higher education - *Higher Education Bill by June 2000;*
- introducing user charges to be paid by students and retained by institutions for purposes of improving institutions revenues and service provision - *start September 1999;*
- creating an environment where students can be employed on part time basis to raise their incomes and as well as their contributions - *Institutions to submit work/study Programme by July 2003; and*
- a legal framework will be established to enforce the recovery of loans - *Student Loan Agreement ready by September 1999.*

4.4.4 Support Institutions

The rate and extent of success of many of the sub-programmes and activities for implementing the Ed-SDP strongly hinge on the performance of the education support institutions. These institutions have to be enabled to carryout their charges efficiently and effectively. The following measures will be effected towards that goal.
- Technical and Institutional capacity will be built within the **Tanzania Institute of Education** for it to effectively and efficiently address issues in curriculum and syllabus development. *Strategic corporate plan in place by June 1999 implementation by January 1999.*
- The **National Examination Council of Tanzania** capacity in education assessment measurement, and certification will be developed through:-
    - Appropriate training of personnel.
    - Infrastructure up-grading.
    - Rehabilitation of plant.
    - Up-lifting of examination security.
    - *Corporate plan in place by July 1999 and Implementation by early 2000.*
- **The Institute of Adult Education** plays a major role in improving access through the provision of Basic Education to youths and adults who did not get formal education. The Institute also co-ordinates secondary education for youth and adults who are not in the formal system of secondary education. Furthermore, some post secondary education is provided through distant learning by the Institute.

In view of the roles it plays, the institutes capacity to handle these tasks will be developed through the provision of more and appropriate staff. Technical capacity for handling distant learning/teaching materials will be increased.
Capacity building plan to be in place by January 1999.
- Libraries play an important role in making a nation literate. School, town and village libraries help to educate and cement what is formally or non-formally learnt. **The Tanzanian Library Services** has a critical role of establishing libraries and training of the human resource required to run them. It is inevitable therefore, that the activities of TLS be revitalised. The following measures will be taken:
    - Institutions libraries and reading rooms will be revived

- TLS will be required to revive training programmes for librarians
- TLS will suggest new books and replenishments for libraries.
- *Start up in April 1999.*
• **The Teacher Service Commission** employs and manages teachers on behalf of the Government. It oversees the rights, services and welfare of teachers. The policy direction is for the management of teachers to be decentralised to the districts and schools such that the TSC remains mainly a disciplinary appeals body. The TLS will therefore be strengthened in the proposed new role by provision of appropriate training of staff and provision of appropriate facilities:
  - *legal framework in place by July 1999*
  - *implementation by January 2000*

4.5.0 Medium Term Financing Framework 1999 - 2004

The Broad Context. The Government has firmly decided to accord high priority to the education sector, which is a mark of recognition of its pivotal role in the development equation. Thus, the share of education budget in the annual disposable resources envelope grew from Tshs. 79,165 million in 1994/95 to Tshs. 119,775 million in 1999/2000. It is projected to grow to TShs. 115,674 million in 2001/02 and by 2002/03 it is estimated to be 145,000 representing about 25 percent of annual resource outlay in a medium scenario. It has the second largest share after defence. The macro-economic climate is good as the economy is slated to grow by 5 percent of the GDP throughout the Plan period, jumping from 3.5 growth rate in 1998/99. The Government is also agreed to the donor conditionality that any donor budget relief contribution will go to the social sector where education has the lions share. The Government will similarly monitor the situation closely so that the necessary adjustments can be made in any eventuality, and allocating any savings to education as a spending priority. The various spending scenarios are given in detail in Annex 7 - Financial Planning and Management.

This medium term financing framework reflects the priority given to basic education whose share of the education budget is currently (1998/99) at 64.1 and projected to hit 70 percent at the end of the Plan period. Secondary education will remain a growing priority due to its central role in the development of the whole education system. Its share will grow from the 1997/98 figure of 7.4 percent to 12.5 percent by the end of the Plan period.

This is also reflected in funds requested for the reforms in this Appraisal Document. The total requirements will be 46,876 million as in Table 4.5 The shares will be 62.92% primary, 31.15% secondary, and 5.98% tertiary and higher education, out of a total programme budget of Tshs.429,076 million. This figure represents the financing gap that the Appraisal Mission is being asked to consider for funding.

Quality versus quantity. The Government clearly recognises the tension between quality and quantity as the current education system suffers from both maladies – poor quality and low enrolment ratios. In order to achieve both goals of improving quality while expanding enrolments, the budgets reflect that concern. At basic education level, infrastructure expansion for improved enrolments and retention takes the lions share while quality

improvement comes second, and improvement of management efficiency and human resources use comes last but not least.

Sustainability of the financing framework. The government realises that it cannot realise its national educational development goals and objectives without creating a strong partnership with other agencies and communities. So far, the contributions of donors and the private sector, especially religions organisations, are greatly acknowledged. It is the government policy intention to continue to encourage this partnership, by creating an enabling environment for optimum participation of donors, local communities, and the private sector.

The detailed program components and sequencing of their implementation. The detailed financial outlays for the program is given in Tables 4.6. The criteria used for the allocation of resources over the years of the Plan period are:

(a) **The strategic importance** of the intervention and its multiplier effects over the plan period. Thus, those activities which will improve quality, enrolment, and efficiency are slated for early maturity.

(b) **Capacity to utilise the resources.** It takes time to build up a credible momentum for starting a new programme and therefore the first year may not absorb great proportions of the resources. Thus the second and third years of the Plan period becomes critical.

Table 4.5: Programme Components Medium Term Financing Framework 1999 – 2004 in Millions

Programme Component	Total Budget	Annual Budgets				
A: Basic Education		99/2000	2000/01	2001/02	2002/03	2003/04
1. Infrastructural Dev. and Rehab.	150,000	51,000	48,000	27,000	15,000	9,000
(a) 15,000 New Classrooms	50,000	17,000	16,000	9,000	5,000	3,000
(b) Repairing 13,000 Classrooms	50,000	17,000	16,000	9,000	5,000	3,000
(c) 500 Teachers Houses	50,000	17,000	16,000	9,000	5,000	3,000
2. Quality Improvement	71,980	23,000	20,400	13,680	8,000	6,900
(a) Textbooks Supply	40,000	20,000	15,000	5,000	0	0
(b) Teacher Development	26,080	2,500	4,500	7,080	6,500	5,500
(c) Inspection Strengthening	5,900	500	900	1,600	1,500	1,400
3. Ministries Capacity Building	32,875	3,081	4,141	7,686	8,721	9,246
(a) School Management Development	32,000	3,000	4,000	7,500	8,500	9,000
(b) Central Ministries Capacity Development	614	60	110	135	145	164
(c) Legal Framework	6	0.5	1.0	1.3	1.4	1.5
(d) Publicity, Sensitization and Marketing	255	20	30	50	75	80
(e) EMIS	2,800	400	800	800	400	400
4. Community Based	17,800					

76

Interventions						
(a) ICBAE	6,800	500	1,000	1,750	1,750	1,800
(b) COBET	11,000	600	1,500	2,000	3,400	3,500
4. Efficiency Gain Measures	8,500	8,500	0	0	0	0
(a) Rationalization of Teaching Force	8500	8500	0	0	0	0
(a) Multi-Grade Teaching (See 26)						
GRAND TOTAL	763,935	87,080	55,541	47,916	57,231	30,840

B: Secondary Education

Programme Component	Total Budget	Annual Budgets				
		99/2000	2000/01	2001/02	2002/03	2003/04
1. Equity Improvement	27,798	2,198	10,300	7,200	5,100	3,000
(a) Capitation grants	7,128	528	1,800	1,700	1,600	1,500
(b) Means testing	670	670	0	0	0	0
(c) Improvement in undeserved areas	20,000	1,000	8,500	5,500	3,500	1,500
2. Access Improvement	32,183	4,443	8,003	7,155	6,005	6,578
(a) Selective deployment of facilities	204	102	0	0	0	102
(b) Expansion in undeserved areas	24,948	1,500	7,598	6,750	5,600	3,500
(c) Optimum use of current facilities	5,075	2,538	0	0	0	2,538
(d) Assistance to private schools	1,956	303	405	405	405	438
3. Quality Improvements	66,299	7,665	19,350	15,250	13,190	10,344
(a) Upgrading teachers' quality	13,100	1,500	4,000	3,000	2,500	2,100
(b) Curriculum revision	215	215	0	0	0	0
(c) Conversion to polytechnics	5,000	500	1,000	1,000	1,000	1,500
(d) Implementation of language policy	1,500	750	0	0	0	750
(e) School materials and textbooks	18,544	2,000	6,000	4,500	3,500	2,544
(f) Community based rehabilitation	25,000	2,500	7,500	6,500	5,500	3,000
Facility based management Development.	2,940	200	850	750	690	450
4. Efficiency Gain Measures	12,946	3,465	4,161	1,640	1,790	1,890
(a) Effective teacher deployment	4,642	2,321	2,321	0	0	0
(b) Rationalization of subjects	204	204	0	0	0	0
(c) Demand driven boarding Facilities	6,700	500	1,000	1,600	1,750	1,850
(d) Strengthening institutional capacity	1,000	300	700	0	0	0
(e) Improving retention rates	200	40	40	40	40	40
(f) Decentralization and autonomy measures	200	100	100	0	0	0
GRAND TOTAL	139,226	17,771	41,814	31,245	26,085	21,812

C: Post Secondary and Higher Education

Programme Component	Total Budget	Annual Budgets				
		99/2000	2000/01	2001/02	2002/03	2003/04
Higher and Tertiary Education	423	150.0	273.0	0	0	0
• Rationalization and Rehabilitation of Post secondary Sector						
-Increasing enrolment	25,312	7,500	6,600	5,600	3,612	2,000
-Improving quality	484	129	120	95	80	60
-Rationalization of Higher Educ.	215	0	0	0	108	108
-Equity improvement	60	16	14	12	10	8
GRAND TOTAL	26,494	7,795	7,007	5,707	3,810	2,176

Note: detailed calculations are found in the technical sector annexes.

From the Tables, it is observed that the projected total yearly financing requirement which is expected to be contributed to by the partners in education will be as follows.

Table 4.6 Financing Gaps in Million Tshs.

	1999/200	2000/01	2001/02	2002/03	2003/04	Totals	%
Basic Education	87,080	75080	52,916	37,271	30,846	283,955	63.1
Secondary Education	17,771	41,814	31,745	26,085	21,812	139,227	31.0
Tertiary and Higher Education	7,903	7,115	5,707	3,702	2,068	26,495	5.9
Total	112,755	124,769	90,368	67,058	54,726	449,676	100

The broad thrust in the overall spending will be to contain salary spending growth, cost-efficiency gains, targeted development spending on access, quality and equity improvement measures.

The Government contribution. The government is committed to being a full contributor to the extent possible. While maintaining current budgetary allocations for the regular operations of the entire system, it will devote any budgetary increment of the current allocation to the proposed reforms. In addition, as the economy improves, any gains will go to the reform process.

Existing commitments. This financing gap does not take into account existing commitments through projects such as DBSPE, CEF, GSES, and SESS. These commitments will be fully integrated into this financing framework, and therefore the financing gap may be some how reduced.

5.0 SECTOR FINANCING

5.1 Financial Reforms

During the period between 1993 and 1995 the Government of Tanzania made a number of studies which were geared at reforming the public financial management system. The studies identified a wide range of budget formulation, execution, and accounting problems in the management and operation of the government's finances, which have served to undermine good governance and the ability of the Government in ensuring:
- coherent policy formulation;
- efficient and effective budget execution;
- transparency in the use of public money; and
- accountability for the management and use of public money.

Recognising the need to correct these problems, the government with the support of the donor community, has developed initiatives at both macro and micro (institutional) levels designed to improve the management of public finance. These initiatives include:
- improved overall economic management;
- reforms of tax administration;
- strengthening of the Controller and Auditor General's Department;
- strengthening of the budget process;
- strengthening of the government accounting framework.

The formation of the Tanzania Revenue Authority, (TRA) is one of such initiatives targeted at improving tax collections. Other reforms made include the establishment of the accounting and payment systems and a new procurement system. A study is currently being made for tracking all finances going to various levels, both at macro and micro levels.

5.2 Sector Analysis

5.2.1 Financial Management Issues: Strengths, Weaknesses, Opportunities and Risks

An overview of the education sector demonstrates a clear indication that the sector has continuously been under-funded and below standard, in terms of cost effectiveness and in cost efficiency, a factor contributing to poor educational performance. The general strengths, weaknesses, problems, risks, and opportunities are presented in Table 5.1.

Table 5.1 Financial Management Issues: Problems, Strength, Opportunities and Risks.

Financial Management Issue	Problems	Strengths	Opportunities	Risks
Sources of Financing	•Limited sources • overdependence on central government sources • Fees charged high for the poor • Costing the sector is cumbersome • Cannot easily associate benefits and costs.	• Basic and secondary education sub-sectors can be funded by communities and parents when the costs are affordable. • Private sector interested to finance secondary education and some higher education	• Other possible sources do exist. • Many donors and other funding agencies have shown interest in supporting the financing of the sector.	Commitments and promises often not forthcoming Not demand driven Under-funded Slow GDP growth
Budgeting Process	• Ad-hoc budgeting and pre-determined ceilings. • Not done according to actual needs for the expected quantity and quality. • Non participatory. • Bureaucratic, time consuming • Partially transparent	Has enabled the system to survive despite the odds	• Possibilities of introducing scientific budgeting • Optimal unit cost being worked out.	Big difference between estimates, approved budgets, and actual expenditures
Reliability of the Budget	• Variable	Something is always there	Somehow flexible	Not predictable
Funds Allocation	• No objective base for funds allocated to the sector and sub-sectors. • Under-funding teaching and learning costs	Salaries fully funded	Donors NGOs/CBO do assist	Funds spent on "other charges" not budgeted for or committed.
Actual Expenditures	• Inefficiencies • More spent on the wage bill • Poor Audit Reports	Some discretion with PS	Can negotiate between item transfers	• Unpaid bills outstanding at end of year. •Poor accounting
Performance Efficiency Ratios	• Poor/low efficiency performance indicators	Can improve performance with small classes	Can improve indicators such as PTR	•Existence of 'ghost' workers • Inefficiencies in resource use.
Management and Information Systems	• Poor accounting systems • Poor and late reporting • Little transparency on the use of funds • Poor monitoring and tracking of funds allocated and locally/internally generated. • Centralised procurement and contracting procedures. • Lack of trust and honesty • Lack of competent staff at school level	• Qualified staff up to district level • Local government reforms to re-enforce the system. • Computerised accounting and auditing system introduced.	New MIS and other technologies are being introduced	• Possibility of collusion, thefts, and corruption • Being left behind in MIS.

5.2.2 The Purpose of Effective Financing of the Sector

The purpose of effective financing is to achieve optimal results with minimum but efficient and effective use of resources available. Effective financing of the sector requires matching both inputs and outputs in terms of quality and quantity. Resource allocation to the education sector will depend on the GDP growth rate, local revenue growth as a percentage of the GDP, and the amount allocated for debt servicing. Efficient financing also has to be equitable and proportionate to the task at hand.

In general, Tanzania spends a small proportion of its GDP on education, compared to selected countries in Africa, Asia and Europe. For instance, while Kenya spent 6.8 percent of its GDP on education in 1991, Tanzania spent only 2.8 percent. The proportion reached 2.3 percent in 1997/98. For the same period, (1991 – 1997/98), the Uganda education share rose from 2.9 percent to 3.8 percent of the GDP.

Ideally, the factors to be considered in determining a financing module for a sub-sector are student enrolment, transition rates from one level to the other, student unit cost, and efficiency ratios. Tanzania will strive to move in that direction of budgeting and improve on the proportion of the GDP spent on education.

5.2.3 Overview of the Sector Financing Trends

Spending in the education sector has been maintained at above 20 percent of the government discretionary budget. The sectoral share of overall government budget for the period 1994/95-1997/98 declined from 26.6 percent in 1994/95 (3.5% of GDP) to an approved estimate of 21.9 percent in 1997/98 (2.3%of GDP). Recent government budget allocations and actual expenditure in the education sector are shown in Table 5.2.

Table 5.2 The Resource Envelope

S/N	Nominal Values	1994/95 Actual Expenditure	1995/96 Approved Budget	1995/96 Actual Expenditure	1996/97 Approved Budget	1996/97 Actual Expenditure	1997/98 Approved Budget
1 1	GDP (nominal, Tshs. billion)	2,285	3,394	2,998	4,105	3,626	4,727
2. 2	GDP growth (real terms)	3.8%	5.0%	4.1%	5.0%	3.9%	NA
3 3	Average inflation	28.9%	22.05%	22.6%	15.0%	16.4%	10.0%
4.	Grand Total	79,165	84,776	79,098	91,515	95,467	106,947
5.	Recurrent Allocations	78,351	83,226	78,588	89,729	93,681	104,713
6.	Development Allocation	815	1,550	511	1,786	1,786	2,234
7.	Sector Wage Bill (total PE as a %)	61.9%	74.5%	79.%	73.2%	82.6%	76.1%
8.	Other Charges (OC as a %)	38.8.1%	23.6%	20.3%	24.9%	15.5%	22.0%
9.	Development Funding (as a %)		1.9%	0.6%	2.0%	1.9%	2.1%
10.	Education as a % GDP	3.5%	2.5%	2.6%	2.2%	2.65	2.3%
11.	Share of Total Govt. Discreet funds	26.4%	25.0%	25.1%	21.1%	22.9%	21.9%

12.	Share of Recurrent Discretionary Funds	28.3%	26.3%	25.45	22.15	23.65	22.8%
13.	Share of total Govt.- Funded Development Budget	4.1%	7.0%	9.5%	6.5%	8.8%	7.9%

Source: MoF

The declining trend in the percent allocation to education shall be arrested by increasing the GDP growth rate, the local revenue growth as percentages of GDP, and decreasing the debt servicing, especially the local debt, as much of it is being cleared now, and the non discretionary budget will either stabilise or decline.

The government target is to raise the percent of the GDP allocated to education from 23 percent in 1999/00 to 5 percent in 2003/04. The government allocation to the development budget has been declining year after year. Donor financing has assisted mainly in development expenditures. This trend is to be assessed and efforts will be made to increase the government contribution to the development budget in the education sector so as to arrest the worsening state of physical infrastructure in the sector.

The budget allocations to recurrent expenditure has been increasing in absolute terms over the years, with the wage bill (personal emoluments) taking the lions share, while allocations for Other Charges(OC) has been declining. The governments' target is that of reducing the percentage of recurrent cost spent on salaries from 92.5 percent in 1999/00 to 80% in 2003/04 in order to allow more resources to be spent on Other Charges, which include education inputs such as textbooks and teaching technologies.

5.2.3.1 Sector and sub-sector financing sources. The major sectoral financing source has been the central government, followed by the donor community. Other sector financing sources included local governments, parents/students, and local communities. Private contribution has been mainly in terms of infrastructure and the running costs of private schools.

Sub-sector financing shows that basic education was mainly financed by the central government, followed by donor financing, and parents. Parents contributed mainly through the UPE fees, exercise books, and other student direct expenses. Secondary education was also financed by the central government, followed by parents in the form of fees and direct student costs such as uniforms and exercise books.

Until 1994 teacher education was wholly financed by the central government for recurrent expenditures. In 1995 cost sharing was introduced where students are required to pay T.Shs, 60,000/=, mainly for room and board. The government covers tuition cost only.

Donor spending in education appears to be increasing, with growing priority given to the basic education initiative. While donors show continued interest in financing basic education, little has been coming for the secondary tertiary and higher education sub-sector. Nevertheless, communities, the private sector and NGOs/CBOs have shown greater interest in financing secondary education, although they have also started investing in higher

education. It should be borne in mind, however, that in many countries, developed and underdeveloped, the private sector contribution to provision of quality higher education is limited due to the exorbitant costs involved.

For recurrent expenditure, higher education's major financing source was also the central government, followed by internally generated funds. From the 1992, financial year the government introduced cost sharing for expenses such as transport. Subsequently, the government introduced student loans payable at the completion of studies. Due to declining employment opportunities in the formal sector, the probability of the loan repayments may be low. For several years the government has not funded research adequately in higher education. The donor community has been the main source in financing the research costs and other development inputs at this level.

5.2.3.2 Sector and sub-sector budget allocations and actual expenditure trends While in absolute terms government expenditures in education have been increasing, the share has been oscillating as shown in Table 5.3. It is the intention of the government to stabilise that share and increase it to 25 percent by the end of the plan period.

- training of school managers.

Evidence shows that some of the donors have their own objectives and sector priorities which are different from those of the government. Some channel their funds through government and other targeted areas/beneficiaries directly. In some cases, the government is not aware of the assistance offered and the impact thereof. Poor record keeping and tracking of the donor funds makes it difficult to evaluate the amount and impact of funds donated. In is also evident that a large portion (about 60%) of the donor project funds is spent as personal emoluments for technical assistance.

It is equally important that the government will adhere to the following principles:
- sectoral and macro economic policy thrusts;
- improve educational relevance, viability, and sustainability;
- insist on matching of donor support with government priorities and objectives;
- ask as a minimum, for predictability, and reliability of the donor support;
- insist that funds allocation should be based on demand driven principles; and
- pay its matching component in time.

To attract and co-ordinate all donor funding, there is need to improve the following:
- transparency of all donor contributions;
- agreement on a common policy framework and sector strategy;
- joint accounting formats, record keeping, and reporting procedures; and
- planned reforms, cost Efficiency, and clear vision.

5.3.4 Parents/Students Contributions

Parents contribute a lot to education of their children in form of fees, uniforms, exercise books, textbooks, transport, pocket money and foregone earning. Considering that primary education is a right to all children, it is necessary that the MOEC change its current cost sharing policy for lower levels. Parents should contribute more to costs which are not directly related to the teaching and learning. It is the government intention that a total units cost based on total requirements should be developed and then used as a modality for deriving cost sharing formula. For this purpose the government will conduct a study to determine standard unit costs for all the sub-sectors. The study will also involve testing ability and willingness to pay for the various levels.

5.3.5 Funding by NGOs

The non churchly NGOs priority is not on education. It is therefore the role of the Government to develop measures and mechanisms to encourage them to prioritise and contribute to education. NGOs will be ready to contribute to education if:
- they are fully involved and mobilised in the process on modality, guidelines, regulations, and important issues; and
- they are involved as partners.

5.3.6 Funding by Private Sector : Incentives to Motivate and Revitalise It

The participation of the private sector i.e. individuals, groups, communities, churches and companies is high and differs from pre-primary to higher education. For sometime, the church, private firms, and individuals have invested mainly in secondary education. Private sector participation in higher education is only now emerging. Nonetheless, there is little direct financing by the private sector of public higher learning institutions. This needs to be encouraged in tandem with the economic changes currently taking place. In Tanzania evidence suggests that the private sector will demand more educated labour force to cope with market competition and global technological changes. Hence, it should be encouraged to participate in the human resources development that they will subsequently engage in their firms.

The government will create an enabling environment and sensitise private investors on the need to participate actively, and invest in education. To encourage private investments, the government will offer incentives in the form of:

- tax exemptions on capital investments made and imports for goods related to education;
- scholarships based on input or increased enrolment;
- provision of land for physical and infrastructure investment,
- provision of loans;
- provision of qualified teachers, and payment of full salaries for well performing ones and half salary for the others; and
- assist in securing licenses and clearances immediately set standards are met.

5.3.7 Funding by Local Communities

Communities can participate in offering services within their abilities. Such services include provision of furniture as it is currently done, participation in some costs related to construction and infra-structural improvements such as rehabilitation, and school construction, by offering their labour, efforts, and skills as well as paying to the proposed education levy and other forms of taxes.

5.3.8 Cost Sharing: Poverty Screening and Targeting Criteria

5.3.8.1 Experiences in cost sharing and student loans. Cost sharing has been in existence in Tanzania in many forms. Prior to 1961 and until 1967, students paid school fees but poorer students were assisted, using bursaries. Student eligibility for support was determined largely by local authorities which were considered to be in the best position to make judgements about a person's capacity to pay. School fees were abolished in mid 70s to allow all students to participate in UPE and UAE programmes as well as accelerate the attainment of higher level manpower agents. In places such as Kilimanjaro and Bukoba co-operative societies played a big role in financing education of some of the students coming from those regions.

In 1992, due to the declining government ability and dwindling resources, the Tanzanian government introduced cost sharing in all social services. The purpose of cost sharing using

loans was to supplement government resources in order to maintain quality and encourage needy students access to education while at the same time containing government fiscal expenditures. Cost sharing was introduced in phases. The mechanism is, however, questionable on equity and the lack of means testing grounds.

Major reviews suggest that students' loan schemes have plunged some governments into greater expenditures than their initial investments, with Kenya loosing more than 103 percent of its investments, Brazil and Chile loosing 71 and 100 percent respectively due to high overheads, low interest rates, hidden subsidies, and default.

In developing countries, recovery of loans from graduates is very poor and often cannot justify the expenses of setting up the machinery for the administration of the scheme. In Argentina, it was reported that given the hyperinflation rates, collection of fees had to be abandoned after three years as the value of the loans had depreciated to negatives by the time they were collected. The loan scheme also increased bureaucracies, corruption, and inequalities. All this leads to the conclusion that loans are problematic and may cost the government more if not well administered. Information with regard to student loans currently being administered at the MoSTHE is not available.

5.3.8.2 Way forward for cost sharing and student loans. It is now obvious that cost sharing cannot meet all costs of training all students at any level, especially higher education. Cost sharing will remain a small proportion of the total funding. The larger portion will have to be financed by the government. The only problem with cost sharing is with regard to what proportion of the education and training costs should be shared by parents/students, government and other stakeholders. Principally, willingness and ability to pay should guide the allocations. Prior to determining what contribution should be paid by the student/parent or government, a proper standard unit cost will be determined. Given the varying needs and costs involved for each sub-sector parent/student contributions will be focused on a sub-sectoral approach, and will be proportionate and mindful of the poor.

5.3.8.3 Possible cost sharing modalities for different stakeholders. There are two possible cost sharing modalities.

1. Based on the percentage of the standard student unit cost. The modality is more suitable for teacher and higher education. The government will commit itself to a minimum contribution, as a percentage of total unit cost and the parents/students and other stakeholders will have to pay for the difference. The advantage of this system is that the training institutions will know, in advance, how much government contribution will be forthcoming if there is increased enrolment. Funding to the institution will be based on input, and therefore encourage increased student enrolment.

2. Item selection. This is more appealing for primary and secondary education. Cost sharing in this sub-sector should focus more on items which are not directly related to teaching and learning, and which do not lead to denying a student access to quality education, such as uniforms, lunch and transport. The ability of the parent should be assessed.

5.3.8.4 Student loan administration and cost recovery. Problems which are foreseen with the administration of the loan system:

- **Loan screening.** This is to determine who should get the loan (means testing and poverty screening). There is also evidence that many student loans have tended to benefit not the poor, but rather the relatively well to do and politically powerful individuals.
- **Loan repayment enforcement.** This is in regard to what guarantee (collateral) should be given for the loan.
- **Loan monitoring and recovery.** How does one track those who got the loan? Due to increased unemployment of graduates in the formal sector it is difficult to know where they are employed. Those who continue to be unemployed will not be able to pay even if their whereabouts is known.

5.3.8 Education Levy

Governments all over the world are searching for ways of reducing the public resource outlay dedicated to education, and especially higher education which is a very expensive investment, and simultaneously making the benefactors of education (individuals and households) pay some of the costs for their education as they will be the primary beneficiaries after graduation. The only nice thing about education levy as opposed to other taxes is that it is dedicated to a purpose, in this case, education.

The Proposed Education Levy could be in the form of a protected fund such as one or a combination of the following approaches:
- development levy – head tax for every adult e.g.1000/= per year;
- company tax on all registered companies at two percent of their annual net profits or gross incomes (revenues) whichever is more desirable and efficient;
- property tax on all buildings and land in all municipalities based on either the value of the property or flat rate for each unit;
- personal Income Tax – graduated progressively; and
- consumption/sales tax such as on drinks, cigarettes and gasoline.

One serious consideration with the levy is efficiency in the collection and management of the fund. The least expensive and most convenient is when the levy is collected as part of the national taxation system, but that proportion is immediately transferred to the Fund. Fund allocations should be based on expanded enrolment and improved quality and equity.

A decision will also have to be made on the distribution formula for each education sub-sector. The most desirable is to allocate to the sub-sectors on the basis of enrolments, strategic importance, its pecking order in the educational priorities, and its contribution to the total sectoral development programme objective. Again the decision will be made as to whether education levy covers recurrent costs only or capital expenditures or both.

Fund allocations to a particular sub-sector will be based on the following conditonalities: expanded enrolment, improved quality and equity, and SDP priority and contribution to the education sector.

5.3.9 Towards Realistic Funding of the Education Sector by Government in Future

The Policy Statement Vision 2025 for Tanzania stipulate that top priority should be accorded to human development through education such that there is universal primary education. In addition, education is seen as a key instrument in poverty alleviation and improvement of social, economic, and political well being.

There are many financing strategies for educational development and management but often they are neither realistic nor reliable and sustainable. The most reliable and sustainable source will remain the government. Increased government funding can only be possible if there is economic growth, hence increased GDP and per capita income for individual households. Concerted efforts should therefore be made to improve the economy by everybody working hard and intelligently. Due to the declining role of the public sector, the role of the private sector, therefore, becomes an important factor in increasing the tax base, hence the revenue base for the government. In order to achieve a realistic and sustainable government budget, the following should be done:

- sensitise the Tanzanian community on the need to have an economically independent country. This will help improve the mind set of the Tanzanians;
- increase private sector participation in the provision of education by individuals, communities, non-government and religious bodies; and
- institute affordable cost sharing mechanisms for non-direct teaching and learning costs to supplement government funding.

Broad medium term budgeting priorities and principles of expenditure balance for the 1998/99 –2003/04 period include:

- increased public resources allocated to basic education to support the move toward the 2015 UPE target and enable qualitative improvements including increased priority to development spending in this sub-sector;
- enhanced support to ensure expansion of secondary education and equal access for all through strengthened and innovative private/public modalities; and
- ensured sufficiency of well trained teachers for basic and secondary education, together with assuring professional development of teaching staff is in place.

5.4 Sector Financial Efficiency and Expenditure Rationalization

5.4.1 The Budget Process

The current budgetary allocations are bureaucratic, sometimes unreliable and not transparent enough, leading to somewhat unrealistic budget allocations. For efficient and objective budgeting, the following principles will be adhered to:

- participatory approach will be followed in the budgeting process so that all beneficiaries at ministerial and institutional levels have a say in the rational apportioning of the cake;
- an objective criteria will be developed for allocation of funds across the sectors;
- standard unit costs could be used;
- ample time will be given to the budgeting process;
- budgeting will be done on a continuous basis; and
- budgets will be used as management tools to improve efficiency.

5.4.2 Reliability of the Budget

Budget implementing agencies should learn to prepare realistic and reliable budgets, preferably based on a scientifically derived unit cost. The funding agencies should also adhere to their commitments. It has been common for the government and other donor communities not to allocate funds approved or promised during the budget preparation stage, which has often led to sudden cancellation of programmes or projects. To alleviate this problem, the budgets will be based on committed funds, especially those from donors and not mere pledges.

5.4.3 Sector Cost Rationalization and Efficient Resource Use

Items which refer to the core mission of teaching and learning are usually referred to as "Other Charges", and thus given lower priority. One of the important issues in efficient resource allocation is cost cutting. For effective and efficient cost cutting measures, and efficient resource allocation, there is need for the education sector and its sub-sectors to determine and identify realistic recurrent costs for:

* direct training and teaching costs to include wage bills for teaching and learning;
* student direct costs including books and all related costs to students in an effective and efficient system; and
* other administrative overhead costs including salaries for administrative and auxiliary staff and not related to teaching in a business-like environment. Determination of these cost will assist in getting actual realistic incremental costs for the sector, which will facilitate increasing per student enrolment, and other fixed costs which do not vary by the level of student enrolment shall then also be considered.

5.5 Transparency and Cost Effectiveness of the System at all Levels

5.5.1 Overall Financial Management System

Evidence has shown that there is poor financial management from the head office to the school. One of the conditionalities of continued donor support is the establishment of an effective financial management system. An effective financial management system is a system which can do the following:

* account for all funds and other inputs received and disbursed,
* effective monitoring and control;
* track all fund transfers to ultimate beneficiaries;
* proper reporting and feedback mechanism;
* track and account for all funds generated both as transfers or internally generated funds; and
* is transparent so any interested stakeholder can check the flow and use.

The Government is committed to implementing these challenges.

5.5.2 Accounting, Monitoring and Auditing

Currently, the government (MOF) has established a computerised accounting system known as PLATINUM SGL in which MOEC is linked. The system is equipped with a full range of financial and accounting modules, covering accounting, management, monitoring, and tracking of funds through the INTERNET system. It is planned that by July 1999, all central government departments will have been covered by the system. It is expected that through this system, the central government will be able to monitor and track all expenditures for projects and recurrent payments through sub-treasury and central payment office

Parallel to the computerised system, the government is developing a modern computerised audit system under (Ex-Audit) Exchequer and Auditor Generals office. The purpose is to modernise the present audit system to be able to match with the computerised accounting and payment system. Other than improving the financial management system both the accounting and auditing systems are intended to instil back donor lost confidence.

Other than the end of year audit which is done by the Exchequer and the Audit Department, the Ministry will strengthen the internal audit system such that it can review and monitor all incomes and expenditures. Currently, a verification mechanism for all transactions made is in place. A good verification system involves a vouching system whereby all duties related to the initiation, transaction, recording, approval, to the actual payment are separated and closely monitored. Evidence shows that the system can be transparent and strict. However, collusion and corrupt practices can be a problem. Therefore, more than good accounting and verification mechanisms, trust and honesty will be instilled within the staff involved.

The Local Government Reform Programme now being developed is expected to come up with an accounting, monitoring and tracking system that will be connected to the central government system. To establish an effective control and monitoring mechanism requires:
- identifying key performance areas or result areas: those aspects of the unit or organisation need to function effectively in order for the entire unit or organisation to succeed; and
- determining the critical points in the system where monitoring or information collection should occur.

The most important and useful method of selecting strategic points is:
- to focus on the most significant elements in a given operation or process; and
- to locate those areas of the system or process where change occurs.

The critical areas in the education sub-sectors are as follows:
- student unit cost for each sub-sector;
- wage bill for the sub-sector;
- the Other Charges for the sub-sector;
- enrolment for the sub-sector;
- total expenditure for the sub-sector; and
- performance efficiency ratios for the sub-sector

The points in the sector where systems monitoring should be done are:

- MOEC and MOF, and their related offices, i.e., (i) user department, cash office, Exchequer Account Generals account, CPO, Paymaster, and computer departments, (ii) the Regional office,(RAS), (iii) the district office, DED and (iv) the school.

At these points a transaction or process in the form of payment or receipt is initiated or takes place. These are also points of possible collusion and cheating. To achieve an effective and efficient monitoring and control systems, MOEC will require the system to be accurate in terms of information and data used, timely in terms of collection and decision making, objective and comprehensive, focused on strategic control points, economically and operationally realistic, and co-ordinated at all levels.

5.5.3 Reporting and Tracking

The prevailing reporting mechanisms in place have not had the merit of:
- integrating planning and programming of funds;
- proper co-ordination of the different development projects;
- integrating recurrent and development expenditures; and
- addressing the limited financial capacity of sector Ministry and district staff.

In view of the deficiencies of the current system, there will be introduced an integrated, co-ordinated reporting and tracking system. The purpose of the financial tracking system is:
- to provide financial accountability with clear audit trail between inputs(funds) and outputs (deliveries); and
- to provide useful information(feedback) on the results of the financial inputs as related to programme objectives (impact indicators).

5.5.4 Verification Mechanisms

The current verification mechanisms are transparent and effective. A major problem which sometimes occurs is the slackness, collusion and dishonesty on the part of the staff involved. To improve the situation, the staff involved in verification will be vetted and motivated to limit corruption. To improve the current system, a joint donor and government verification on a sample basis will be done on agreed dates. Spot checks (on site) will also be done to reveal resource use and input delivery such as materials or supplies used, funds transferred and received.

5.5.5 Procurement and Contracting

Common problems in procurement include:
- bureaucratic procedures leading to delays in decisions (contracting);
- lack of skills required;
- over invoicing through collusion with suppliers;
- substandard goods and services delivered; and
- outright theft.

To solve these problems the government will:
- decentralise the procurement and contracting to the district level;

- improve staff capacity;
- motivate staff involved; and
- introduce severe punishment to culprits.

6.0 SECTOR MANAGEMENT REFORMS

6.1 Introduction

The Sector Management Reforms are intended to put in place an appropriate system and structure for effective and efficient implementation of the programme. Essentially the reforms are targeted at the following areas.

- Harmonising and co-ordinating existing policy planning functions within the education sector ministries for efficient and cost effective utilisation of resources. The government has established an Education Sector Co-ordinating Committee (ESCC) chaired by the Permanent Secretary in the Prime Minister's Office to steer this task. The other members of ESCC are the Permanent Secretaries for MLGRA, MOEC, MOCDWAC, the Planning Commission, Utumishi, Ministry of Finance, Ministry of Labour and Youth, Health, Lands and Urban Development, as well as the Ministry of Education, Zanzibar.

- Strengthening the central technical and financial management system performance monitoring, through the rationalisation of the roles of the inspectorate, examinations, EMIS and audit functions. The government will strengthen the inspectorate in terms of staff, facilities and equipment to allow for one full inspection every three years, linked to an issuance of a certificate of compliance to standards, for both private and public schools. Furthermore, the government will grant greater autonomy and empowerment to the inspectorate.

- Improving the transparency and effectiveness of students' performance monitoring by establishing a Joint Inspectorate and National Examinations Council Task Force that will come forward with proposals for both Primary and Secondary Schools Examination Reforms, and the dissemination of performance information to parents. Central and district authorities will be required through financial and professional measures, to take appropriate action in under-performing schools. The National Examinations Council of Tanzania will continue to provide the annual analysis of Primary School Leaving Examinations for public consumption and debate.

- Strengthening existing government channels and systems, including audit and accountability requirements to ensure an effective system for managing the sector development programme, including financial management and tracking system through objective recruitment and placement, training and provision of requisite supporting facilities, equipment and a consumerate remunerative pay package.

- Making district authorities responsible for managing their budgets, including salary components, consistent with the decentralisation measures.

- Making school authorities eventually become responsible for hiring and supervising teachers, against central and district guidelines, consistent with the decentralisation measures. As an interim measure, these responsibilities will be delegated to district authorities. District Education Officers will be appointed by and be accountable to district councils, using an objective criteria of merit and subject to broad endorsement by central

95

authorities. Their qualifications will be upgraded so that in the long run, all DEOs will be graduates.

6.2 Problems, Opportunities and Risks

• There are several ministries that are responsible for education and training whose functions are not well delineated and co-ordinated. As a consequence, for the Ed-SDP reforms to succeed, there is need to harmonise and co-ordinate existing policy and planning functions and processes within education and training Ministries. The ESCC shall assume this responsibility. The culture of co-operation may take a long time to institutionalise but the process is underway.

• There has been limited donor co-ordination as well as concerns on the existence of some donor driven projects. This problem has partially been resolved after the establishment of the Inter Agency Group in Education that is striving for greater donor co-ordination and agitating for the government to be on the driver's seat in the education reform and development process. Donor co-ordination is sometimes difficult to be realised but there seems to be the will to achieve this goal.

• Within the ministries directly responsible for education – MOSTHE and especially MOEC, there are several ongoing narrow stand alone projects which have had limited impact and have created difficulties in co-ordination and management. The Ed-SDP management Structure has to overcome such problems by having all such project co-ordinated and managed by the Directors of Planning (MOEC/MOSTHE). Vested interests might constrain the realisation of such arrangement but the government is determined to overcome that hurdle.

• Management of basic education and community secondary schools is decentralised. However, there have been problems in the past. Control and accountability on the use of funds have been poor. There has been continued retention, at the centre, of powers to make final decisions, as well as limited involvement of local communities in making decisions that affect the education of their children or influence plans they are often called upon to implement. This limits their effective participation in education development but the proposed system of financial management is likely to resolve these problems.

• The government's aim of decentralising by devolving to district councils, school boards and school heads, powers to make decisions over staff deployment and budgeting once legislative, regulatory and budget guidelines are completed, may face problems. Many of the proposed structures and organs to manage the decentralised system – district councils, college and school boards are yet to be tested for feasibility and workability. Managerial and technical capacity of staff in the decentralised system might be low and will require improvement, using local institutions and experts. They may, where necessary, seek external support to undertake such tasks. Many in the system are interested in participating in decision making on matters pertaining to education provision and are willing to acquire new knowledge and skills but participatory democracy has its own limitations.

- The level of education among many in the population is low. This may lead to weak district councils, school boards and school committee membership, unable to make informed decisions about educational development as well as hiring and firing of teachers, selection of appropriate textbooks and equipment as well as effective financing of schools. Devolution of power must, therefore, be made only where the situation allows for establishing strong boards or after vigorous capacity building initiative. Raising literacy and capacity level in the population is something that takes time to realise.

- There is lack of up-to-date information and data. Data/information collection, flow and sharing, storage, retrieval, dissemination and management has remained traditional. As a consequence, it has constrained management from making quick and timely informed decisions on an array of matters. Some data, especially on students'/systems' performance, have been kept in confidence thus restricting feedback and transparency of operations. Hence, there is need to improve MIS. Computer literacy culture is evolving gradually but needs to be accelerated. Spread of technology to rural areas might a long time.

- The current SDP management is a parallel structure the existing education structure. Hence, it is not cost effective and supportive in strengthening capacity for effective and efficient management and co-ordination of education development and reform in the country. There is need to gradually merge the two structures once initiatives for capacity building are institutionalised.

- Some of the ministries that handle the education sector matters were not members of the Sector Management Group (SMG). However, measures have been taken to involve them under the SMC arrangement. The former arrangement made it difficult to synchronise, harmonise and monitor effective implementation of training programmes co-ordinated and managed by the other ministries. Such arrangements had prompted several inefficiencies in the system of education and training which now need to be eliminated.

- Many education managers at various levels have not undergone formal training in management. As such, they lack the basic capacity - knowledge and skills in effective management and strategic planning and accumulation of experience - to enable them to discharge their duties effectively. Such capacity was necessary for the success of the reform programme. The programme for training them all may take a long period, and is costly.

- Technical capacity to plan and implement reforms and development programmes in the education sector is varied and needs upgrading, especially at the directorate, district and school levels. Solid capacity at these levels is important for the success of the preparation of realistic strategic work plans.

- Success of any education reform and development programme requires regulations that clearly stipulate management and audit arrangements for common fund mobilization, disbursement and control, including procurement of services. The SDP management structure must, therefore, allow for the creation of a Management Unit to ensure smooth implementation of the programme as well as systematic monitoring and evaluation of the

97

whole process from strategic planning to implementation, effective use of funds and meeting of set standards. The Unit shall also be responsible for recruitment and management of TAs.

- The success of the SDP reforms shall depend on institutional reforms and development in line with broader civil service and local government reform programmes and strategies aimed at enhancing efficiency and effectiveness of operations. Such measures need to be clearly spelt out in regulations. Complacency and not taking seriously matters that have been decided for implementation may give an impression that there is lack of political will and seriousness to carry out the reforms.

- Modalities for co-operation/partnership/strategic negotiation and sector performance review among the stakeholders must be clearly spelt out in the system of the SDP management.

- Job descriptions and clear policies on human resource management are yet to be clearly specified in staff manuals. This has to be done soon in order to justify retention of strategic officers – REOs – clearly delineate qualifications roles, powers as well as system of accountability of such officers. Job descriptions shall serve as useful criteria for measuring performance.

6.3. Administrative Procedures and Adequacy of Human Resource Capacity to Implement Programmes

6.3.1 Administrative Procedures

These will specify the process and locus of authority and power to make final and binding decisions. The government shall adopt the following process of decision making on all matters related to the SDP policy making, planning and implementation.

- The programme, shall, in as far as possible, be implemented using established machinery. The government shall refrain from establishing parallel structures for programme and administration and implementation as they are not cost effective. Secondly, such a system will not be sustainable. Thirdly, it does not strengthen but rather weakens the current system.

- Ongoing projects shall be synchronised so that they are gradually absorbed into the mainstream of the SDP reforms. Dialogue with our partners in this regard will start soon.

- All sector reform and development programmes shall be co-ordinated by the Directorate of Planning.

- The government may as an interim measure, establish a programme management unit under the Directorate of Planning to effective implementation of the programme during the formative period. The unit can draw on expertise from local and foreign TAs to provide the support and advice on demand. Inter-Agency Group in Education (IAGE)

shall ensure a balanced representation of foreign experts in the unit to avoid dominance by a given donor.

As a medium and long term strategy, competent staff shall be identified and properly trained and posted to assume such roles within the Ministries and strategic departments and within the decentralised system.

The administrative arrangements that are critical for efficient and effective implementation of the programme shall mainly be for the following attributes:

S/No.	TYPE OF DECISION	STRUCTURE/ ORGAN	PROCEDURE
1.	Policy development and co-ordination.	ESCC	Recommendations from grass root organs/ministerial committees
2.	Negotiations and co-ordination between donors and government	IAGE	Proposals tabled in monthly meeting.
3.	Regulations to govern implementation	SMTC/SMC/ESCC	Recommendations from SMT/SMC/ donors/stakeholders
4.	Preparation of Strategic and Action Plans	SMT/SMC/IAGE	District and SMT originating
5.	Capacity building including effective staffing	SMT/SMC/ESCC/I AGE	Realistic needs assessment by TAs
6.	Financial management and procurement of services	ESCC/IAGE/ District Councils	Recommended and approved system between stakeholders.
7.	Mobilization of resources - human, material and financial.	ESCC/IAGE	District councils, central government community of donors initiative.
8.	Setting quality and effectiveness indicators	ESCC/IAGE/SMC/ SMT	Recommendations from SMT and Directors of Planning for consideration and approval by SMC in consultation with stakeholders.
9.	Education Information Management	Programme Management Unit/MIS unit	Initial mapping Quarterly updating Monthly reports
10.	Programme monitoring and evaluation. Assuring accountability and responsibility for programme implementation.	SMC/SMT/ District Councils/ IAGE	Monthly, quarterly and annual reports, internal and external audit, independent evaluation teams and TAs in management unit
11.	Donor co-ordination	IAGE	Monthly government/donor consultative meetings.
12.	Protection of government, donor and other stakeholders' interests	ESCC/IAGE/ District Councils School Boards	Regular consultative meetings of 6 Joint Government Donor Groups and the monthly IAGE meetings
13.	Procurement and distribution of teaching and learning materials.	Management Unit Directorates, DEOs	Established procedures
14.	Capacity building.	SMC/SMT	Specialised teams

6.3.2 Human Resource Capacity to Implement the Programme

It should be born in mind that Tanzania has already developed an enormous human resource capacity from independence to date. This capacity is spatially dispersed in government

7.0 MONITORING AND EVALUATION

Consistent with the new policy framework, the government recognises the need to invigorate and strengthen its regulatory role. Monitoring and evaluation are central to this role. And therefore, the government is resolved to improve its systems monitoring and evaluation capacity and capability. In doing so, the government proposes to use a results oriented management approach. Therefore, a distinction will be made between **outputs** or products which could be the discrete products such as the number of school managers trained; **results** or **outcomes** which could refer to schools being now operated by better qualified managers; and **impacts** which is the ultimate goal of all reforms referring to whether more training of school managers would have made a difference at all.

7.1 Sector Monitoring and Evaluation Reforms: Problems and Opportunities

The broad policy objective is to shift from discrete project approach to a sector-wide approach which takes into account both sector-wide policy decisions, action plans, inputs, and outputs process accounting, quality assurance and control. Interlinkages, impacts, and other multiplier effects, both intended and unintended, will also be tracked and assessed.

Efforts will be directed at a careful synthesis and synchronisation of government, donor and private sector interests and inputs so as to ensure effective and efficient auditing and accountability. In addition, effective co-ordination of all the centres of public provision to include MOSTHE, MOEC, MLGRA and other related Ministries will be ensured through regular consultations and the installation of similar data capture and analysis tools. The education unit of the MLGRA will be strengthened and elevated to a Directorate level.

Basic to the success of any monitoring and evaluation system are the following elements which the government intends to evoke:
* capturing and storing comprehensive, reliable and valid data at all levels of schooling and in all support institutions, including TIE and NECTA;
* cost efficient data collection and processing systems;
* making optimum use and improvement of existing government management and monitoring systems;
* prior knowledge or hunches of what to do with the data collected and the type of analyses to be performed;
* having in place management that appreciates and is capable of using information in decision making processes;
* interfacing of input data (financial etc.) and outputs or products (e.g. performance) as opposed to them being parallel systems;
* effective integration of existing projects and programmes management and monitoring systems into a broad Ministry-wide management system;
* effective decentralisation of operational progress monitoring to district levels, and devolution of powers to take remedial actions, while the central systems concentrate on board policy implications, performance monitoring, and systems efficiency issues;
* wide and transparent dissemination of reforms progress information to all stakeholders;
* cost efficient and reliable audit and quality assurance systems;
* clarity of decision making processes and levels;

- close monitoring of decisions taken as a result of reform reviews so that the monitoring system becomes focused on formative actions;
- having in place a cadre of specialists trained in programme design, performance monitoring and appraisal at all levels; and
- having in place a transparent system for sharing all information about the programme.

It is in recognition of the importance of monitoring and evaluation that the following annexes are proposed for financing so as to strengthen the government's role in this regard.
- *Broad Capacity Building Strategy* that will include the design and installation of a Management Information System.
- *Legal and Regulatory Framework* that ensures there are systems for accountability, checks and balances, sanctions and rewards.
- *Financial Planning and Management* that will include financial tracking and audit system.
- *SDP Monitoring and Review System* which will be the overall programme co-ordination unit responsible progress monitoring, reviews, giving new directions, and catering for programme flexibility as we learn from errors also.
- *School Inspectorate Systems Development* which will act as the quality assurance system for the instructional programme to be strengthened and empowered to take decisions in the field.

7.2 Sector Monitoring and Evaluation Framework: A Common System

The frequency of reviews and evaluation episodes will vary with the nature of activities. However, monitoring will be a continuous process with obligatory monthly structured reports. After every six months there will be consultative reviews and evaluation meetings, alternating from mini reviews and major annual reviews that include field visits. There shall also be options for internal and external independent review evaluation and audit. The following elements will be important in the monitoring and evaluation processes:
- agreed upon criteria for judging success or failure of the intervention. This will happen early through regular consultative meetings of stakeholders (IAGE and ESCC);
- use of verifiable indicators of performance. This will be the most critical aspect as will constitute the data to be captured and analysed. These need to be developed early in time, for every attribute of the programme;
- means of verification which will have to be cost efficient and will range from research, surveys, to regular examination results and annual reports;
- obviously, outputs and outcomes should not be achieved at any cost; hence, a process will be in place to ensure good governance and fair play in the implementation of the reforms and in the most efficient and effective manner possible. Emphasis in good governance will be mean effective, honest, equitable, transparent and accountable exercise of power and discretion.
- progress will be measured in terms of the distance from achieving the ultimate goal of the intervention; but, intermediate products and outcomes will also be monitored.

The following logframe (Table 7.1) will be used for the monitoring process while evaluation will be after the data has been collected, processed and reflected upon.

104

Table 7.1 Programme Monitoring and Evaluation Framework 1999 – 2004

Level and Activity	Objectives	Verifiable Indicators /Outputs Products	Outcomes/ Results	Means of Verification	Impact	Risks/ Assumptions
1 Primary Level (i) General goals and purposes: improve access, enrolments, equity cost effectiveness and quality	• Improve enrolment volumes and access • Equitable opportunity distribution and access • Improve completion rates. • Improve management cost effectiveness • Narrow school – community gap.	• 20% reduction in wastage • Expanded Form 1 intake by 20% • Improved geographical balance to 85% GER • 80% competition rates • 20% performance improvement • 30% rise in capitation • 80:20 PE non-PE spending	• Cost efficiency • Enlarged Secondary Education • More kids in schools • Higher investments in Primary Education • Better spending on education inputs	• Inspectorate visits & reports • Ministry records (BEST) • Ministry annual reports • Examination results • Budget figures	• More and better Form IV leavers • Better school performance • Improved social tranquillity. • Improved client satisfaction	• No effective implementation of policies • Continued donor support effective targeting • Community participation/ non-participation
(ii) Specific activities: 1. Increase institutional time	• Improve learning time	• Minimum 700 hours per annum	• More opportunity to learn/teach	• Check school timetables • Check punctuality and teachers teaching full time	• Better performance in Primary VII examinations	• Better incentives and rewards for teachers
2. Improvement of the quality and distribution of classroom network	• Improve access and equity	• 20,000 additional or repaired classrooms	• More students can be enrolled	• Ministry data (BEST)	• Improved enrolments and retention	• Community mobilization/in action
3. Improve supply and equitably distributed textbooks and other learning materials	• Improve learning outcomes • Improve learning habits	• One textbook per pupil • Increase in private buying of textbooks	• Students can concentrate on self learning	• Supply vouchers and school stocks	• Improve Primary VII performance	• Donor support guaranteed • Teachers trained to help students
4. School management	• Improve quality of school management and instruction	• 50% improvement in ratings • Improved teaching styles	• Better working facilities	• Surveys • Inspectors reports	• Happier workforce • Better school performance	• Early management interventions
4. Increase enrolment and attendance at the appropriate age levels	• Improve Access and Retention	95% Retention rate	More students in schools	• Inspectorate • School records	Removal of school age children from the streets	Community mobilization

105

Level and Activity	Objectives	Verifiable Indicators /Outputs Products	Outcomes/ Results	Means of Verification	Impact	Risks/ Assumptions
6. Increase community participation in school governance	• Improve Efficiency • Increase sense of ownership	50% Improvement in community participation	Better school management	Inspectorate reports	Improved accountability less audit queries	Community political mobilization
7. Improvement of the teaching force	• Achieve better mix and performance	• 40% performance gain • 50% Grade A per school	In better position to improve learning	• Inspectors' reports • Examination learning	Better performing schools in PSLE	• Early rationalisation • Budgetary stability
8. Achieving greater and better plant utilisation	• Efficiency gains • Student comfort improvement	• Pupil teaching ratio of 1:45 • Class size of 45 pupils	More students enroled and staff better utilised	Inspectors reports/ monitoring Units at Hqts and districts	• Greater client satisfaction. • Better performance	Greater community mobilization to build more classes
9. School inspection improvement	• Improve performance monitoring	One inspection every 2 years	Better schools	Inspectors reports	Better school performance	Inspectors provided with mobility etc.
10. Improvement of education service monitoring	• Improve school services management	Annual school reports, plans, monthly reports.	Better schools	Inspectors reports	Efficiency gains	Early installation of MIS
11. Improvement of teaching service remuneration and Incentives	• Increase teaching efforts • Attain a living wage	• 50% classroom attendance improvement • Salary indexed to the cost of living	Better teaching and management	• Examination results • inspectors' reports	• Better results • Happier clients • Confidence restored.	Early rationalisation of the teaching force
12. Enlargement of community revolving matching funds	• Improve school financing	50% annual growth of the Matching Fund	More funds for school improvement	• Inspectors' reports • Audit reports	Improved school supplies and plant quality.	Greater community mobilization
13. COBET	• Provide primary school equivalent education	300,000 pupils enrolled by 2004	More youths getting primary education	• MoEC reports and surveys	Reduced illiteracy among youths	• Low motivation • Diversion of resources
13. ICBAE	• Capacity building at grass root level	6.3 million participating adults by 2004	Enhanced community ability to implement development projects.	• MoEC reports and surveys	Better project implementation	• Mobilisation capacity limited • Motivation of Adults Low

Level and Activity	Objectives	Verifiable Indicators /Outputs Products	Outcomes/ Results	Means of Verification	Impact	Risks/ Assumptions
II Secondary Level (a) General aims and goals	• Expand enrolments • Improve employer satisfaction • Improved employability • Improved school management • Achieve decentralisation of school governance	• 25% rise in graduation rate • 26% rice in employability • Employer satisfaction • Reduction in post secondary wastage. • Improved intake in post secondary training places. • 11% GER • 25% transition rates • Parity in private government partnership • Rural/urban equity in participation • Public subsidies going to the poor • All schools have autonomy in management	• Efficiency gains • Greater relevance • Greater school pupils volume • Greater opportunity to invest in the sector • Greater social efficiency • Schools efficiency improved	• Inspectors reports • MoEC data (BEST) • Budget figures • Policy statements on decentralisation	• Expanded post secondary education • Better quality products • More funds going to the sector • Management efficiency gains	• Change in share of budget in its favour. • Early appointment of school boards • Policy framework for public –private partnership • Curriculum change to include critical life skills.
(b) Specific Activities 1. Improve the legislative and regulatory framework	• Improve confidence in the system • Improve private sector participation	• See legislation in place • See private sector share increasing	Better school management	• Inspectors reports • MoEC reports • Surveys	• Clients confidence improved • Increase in enrolments	• Quick government policy and strategic decisions on this matter
2. Betterment of financing strategies	Improve equity in financing policies	See targeting of the poor people and undeserved areas.	Better mix of students by Sex	• MoEC records • School records	• Greater social cohesion • Social efficiency	• Political will • Means testing improvement
3. Decentralisation of school management	• Get autonomous, effective school management in all schools	• Regulatory framework • Minutes of school board meetings	Chance for efficiency improvement	• Policy statements and • Inspectorate reports	• Greater sense of community ownership • Better management of schools	Early training of school managers
4. Expansion and improvement of	• Improve access and equity	Addition 150,000 plans	Greater pupil volumes	MoEC Reports (BEST)	Greater community	Improved budgetary share

Level and Activity	Objectives	Verifiable Indicators /Outputs Products	Outcomes/ Results	Means of Verification	Impact	Risks/ Assumptions
school network					happiness	
5. Supply of textbooks	• Improve access to Textbooks on equitable basis	One book per student in each subject	• Better chance for students to learn	• Supply vouchers Inspectors • stocks	• Improved pupil grades • Happier clients	Train teachers how to help students use textbooks
6. Improvement of Teaching Service performance	• Provide better and equitable teaching service	50% improvement in distribution equity and 50% rise in teaching qualification.	Better mix of the teaching force by qualification	• MoEC records • Inspectors reports	Better school results	• Early rationalisation of work force • Improved targeting strategies
7. Curriculum Reforms	• Simplify the curriculum • Make it more relevant • Make it cost efficient	• Maximum 8 subjects per pupil minimum 6 • 50% of the time to be devoted to numeracy and language/communication skills.	More manageable and better prioritised curriculum	• TIE reports • MoEC records	• Better performance in Language and Maths • Happier teachers and clients	• Early rationalisation of teaching force • Greater efficiency in distribution of teachers.
8. Improvement of plant utilisation	Improve learning Increase pupil comfort	• SSR 30:1 • Class size 30 • Double sessions • W/End use	Efficiency gains	• Inspectors reports • MoEC Records	• Better school outcomes • Happier teachers and clients	Greater MoEC ability to redistribute teachers equitably
9. Improvement of School spending	Improve learning	Education share 40% of school budget	Better investment in key inputs	Budget figures	Improved school supplies and learning	Better school performance
10. Improvement of school inspection	Improve school performance monitoring	One inspection per year per school	Better school management	Inspection reports	Improved performance	The Inspectorate provided with tools
11. Encouraging Improved school performance	• Improve quality • Improve equity	• 25% + change in graduation rates • 25% increase in girls passing • Rural-urban balance in performance indices	Efficiency gains both technically and socially	• Annual MoEC reports • Examinations results	• Greater social tranquility • Happier clients	• MoEC ability to enforce standards
III Higher and Tertiary Education (A) General goals and aims	• Broaden and expand HR base for both public and private sector	• Enrolment expansion horizontally + vertically • Policy statements • 25% increase in graduation rates	• Social and technical efficiency gains • Institutions empowered to improve their	• Annual institutional reports • MoSTHE reports • Policy statements on	• Happier employers and clients • Better	• Steady and better GDP growth • Greater

Level and Activity	Objectives	Verifiable Indicators /Outputs Products	Outcomes/ Results	Means of Verification	Impact	Risks/ Assumptions
	• Address gender imbalances • Redefine the role of the state to include both provision and facilitation. • Decentralise institutional management • Rationalise the sector	• 25% rise in direct job placement • 60 – 70% enrolment expansion • 40% female participation. • Equity in rural-urban and income quintiles • 40%targeting to the poor • Institutional autonomy • Efficiency gains	services	institutional management	managed institutions • Social tranquility enhanced	private sector participation • Steady donor support
(B) Specific Activities 1. Development of Management and Legislation Framework	• Create confidence in the system • Improve efficiency in operations	• compare policies statements. • Level or satisfaction of management	Institutions empowered to manage themselves	• The statement on self management • Annual reports	• Better managed institutions • Greater partnership	Speedy policy formulation and implementation
2. Improvement of financing approach	• Make funding proportionate and predictable	• Student ((input) based funding • Regularity of allocation	Better institutional management	Annual reports	Stability in budgets	No change in government priorities.
3. Improvement of cost sharing scheme	• Make it equitable • Target the poor	• See means testing in place. • See target being for the poor	• Improved accountability • Better opportunity to improve volumes	• Institutional budget • Annual reports	• Greater student volumes • Improved infrastructure	• Improved community interest • MoSTHE ability to introduce means testing
4. Decentralisation of Institutional management	• Improve management efficiency	• See decentralisation plans and policy statement • Levels of decision making	Institutional empowerment	• Government statements • Institutional Reports •	Internal efficiency gains	Early training of institutional managers
5. Income generation activities	Improve levels of self sufficiency	25% income rise from internal sources	Increased resources	Annual Budgets	Improve teaching and learning outcomes	Ability to compete with the private sector
6. Demand stimulation for market driven training	Make institutions market sensitive	Demand sustained despite fees	More responsive institutions	Internal data	Improved employability chances	Flexibility of the curriculum
7. Expanded private enrolment	• Improve financing • Improve market information base	30% private share of enrolments	More intake of students	Institutional reports	Enjoy economies of scale	• Policy framework be in place • The economy is working

109

Level and Activity	Objectives	Verifiable Indicators /Outputs Products	Outcomes/ Results	Means of Verification	Impact	Risks/ Assumptions
8. Improvement of plant and staff utilisation	Improve cost effectiveness	• 90% plant capacity • SSR 15:1	Efficiency gains	Institutional reports	Better learning	
9. Improvement of Institutional Spending	Improve learning	• 50% of budget go to education • Reduction of welfare spending by 50%.	More resources available for education	Institutional budgets	Better schooling outcomes	Ability to defeat social pressure on welfare needs
10. Monitoring Improvement	• Improve institutional accountability	• Annual reports • Regular audit reports	Better data	Annual reports	Institutions more accountable	IMS in place in time
11. Rationalization	Efficiency improvement	• Enjoying economies of scale in low unit cost and high SSR	More coherent training offerings	MoSTHE reports surveys	More efficient and responsive system	Political will and ability to conquer internal resistance.

7.3 Internal and External Risks and Programmes Assumptions

Any major education reforms like those in this programme will rely on the following two general (major) factors: resources and political mobilisation.

7.3.1 Resources
The government disposable resources for this programme will greatly be conditioned and determined by three variables, which are:

- **The robustness and growth of the Gross Domestic Product.** This growth rate is currently estimated at 3.3 percent, which, while better than the negative figures of the pre 1986, is less than the desirable 8.0 percent recommended for comfortable operation of the economy.

- **Local revenue growth rates as a percentage of the GNP.** The current estimation is that the education revenue envelope is 2.5 percent of the GDP, which needs to improve dramatically so as to improve on the disposable resources where the education piece of the pie comes from.

- **The debt service burden.** This is estimated at 35 percent of the annual revenues. This proportion has to decrease significantly if the available resources are to make the rounds and relegate a greater part to social services.

In addition two sources need to be considered:

- **Donor interest.** Currently donors are showing great interest, and some have already made pledges to support the reform process. Its success will depend on sustained donor interest and mobilization of resources back home to contribute to the reform process. It is to be expected that significant support can be given without the government loosing leadership of the process.

- **Household contributions.** In a country where 50 percent of the people are classified as being poor, and incomes growing at 0.5 percent per year, caution should be exercised in predicating the success of the reform process on household contributions. Greater efforts will have to be made to release community resources as we improve the education quality.

7.3.2 Political Mobilization
Education, by its very nature, is a social process, taking place in a greatly contested and uneven terrain. The current political situation, characterised by plural politics, will require mobilization and consensus building. Already tensions are high on equity parameters such as on religions, geographical, and class lines. Therefore, ultimately, the success of the programme will depend on the building of a coalition of stakeholders, focusing squarely on the reform tasks and direction. This, in turn, will depend on whether the reform process is credible, balanced, and transparent.

7.3.3 Specific Variables
These will include:
- improved policy implementation capacity of the government;
- managerial efficiency of the government system;
- speed in developing priorities and sequencing interventions so as to reap maximum multiplier effects;

- improving the efficiency of key support units such as the Inspectorate, Curriculum Institute, Examinations Council, and the Teacher Service Commission to deliver complementary services, timely and efficiently; and
- unwavering political support and steady policy directions that give priority to the social sector, especially education and basic education in particular.

7.4 Activities, Objectives, Outputs, Outcomes, Verifiable Indicators and Impacts

a) **Levels of interventions.** The logframe (Table 7.1) is set up by levels of education. Most of the contemplated interventions are by levels – primary, secondary, and higher education, including tertiary education. However, there are interventions which cut across the levels vertically which could be set up in the same way. These would include systems interventions such as:
- Legal Framework
- Education Management Information system
- Capacity building
- Publicity and Mass Communication systems
- Financial Planning and Management
- SDP Monitoring systems Development
- SDP Management and Organisation system Development
- School Management Development
- Inspectorate system

There is a need to set up monitoring and evaluation mechanisms for all of these interventions aimed at total systems improvement. The government is committed to developing these mechanisms as soon as possible.

b) **Objectives.** Each intervention must have clear and measurable objectives that will be amenable to monitoring and evaluation. While processes are also important, in results based management system, we have to focus squarely on the end products in terms of:

- **Products.** These are the discrete outputs such as the number of more students enrolled, the number of new managers trained the, number of textbooks produced, and funds generated.

- **The Outcomes.** These are now the opportunities made possible by the outputs, such as having more Form 4 leavers, schools being managed by trained personnel, each student having a textbook (or narrowed student-book ratio) and institutions having more resources in their coffers.

- **Impacts.** These are the ultimate goals of the interventions where the question whether they made a difference or not is raised. For instance, you can have schools manned by trained headteachers and headmasters but have no impact on their satisfaction of parents or improving the quality of the pool of Form 4 candidates. In fact, you may have the opposite effect. Therefore, both the intended and unintended impacts will be monitored and evaluated.

c) **Verifiability of outputs, outcomes, and impacts.** It will be imperative that the interventions are monitored and evaluated on the basis of verifiable indicators. While some interventions will need new means of verification, such as surveys and case studies, most interventions will rely on existing

quality systems mechanisms such as the Inspectorate and the National Examinations Council. In this regard, it is the intention of the government to improve the existing systems for quality assurance and control so that it can capture reliable and valid data on continuous basis. The system of annual reports will be strengthened and the annual publication - *Basic Statistics in Education* - will be improved and expanded to capture other parameters of the education system, including interfacing inputs and outputs. Similarly, the internal capacity for research, statistical analysis, policy implementation, monitoring and evaluation, will be strengthened.

d) Risks and assumptions. Programme planning and implementation over an extended planning period of 5-15 years is always fraught with uncertainties, ranging from the vagaries of weather such as schools being shattered by cyclones; collapse of the economy; changing political contours and boundaries; to changing donor confidence in the system. This plan assumes that there will be no major change in these parameters and that the economy will continue to grow at the estimated 5 percent or higher. In any case, parameters that are perceived to have potential effect on the realisation of the objectives of this programme will be identified, closely monitored, and their impacts evaluated. In addition, the SDP system will have inbuilt flexibility so that we can learn from experiences, new insights, and thus make formative interventions where necessary.

8.0 SUMMARY AND RECOMMENDATIONS

8.1 Introduction

The Ed-SDP reforms are not unique to Tanzania. Education reform and change is the major catch phrase in many education systems of the world today. Highest in the agenda of leading politicians of the major democracies of the world is improvement of quality, quantity and relevance of their education systems. This is so, given the significant role education plays in the social, economic, political, and technological transformation of both developing and developed countries. Educatï imparts knowledge, skills, attitudes, motivations and entrepreneurial dispositions to human beings who are needed to manage the economy, take good care of our health, run our industries effectively, and provide intelligent political leadership. Education also leads to improved health and nutrition, lowers petty crime, contributes to moderation of population growth and leads to improved quality of services.

Whereas good quality, great quantity, and a relevant education are the desires of many countries - developed, developing and underdeveloped - its effective demand is often constrained by the economic, social, political, and technological environments of a country. Tanzania's economy, for instance, has been ailing in the past but there are positive signs of improvement as the GDP growth rate is slated to grow from 3.5 percent in 1998/99 to 5 percent in 1999/2000 and beyond. Inflation was falling from 30 percent in 1990 to 12 percent in 1999. Relief in the debt burden also releases more resources for use in the social sector. The government shall endeavour to set its priorities right by making education a priority investment area as these improvements unfold in the country.

The social environment is good as the country is peaceful and there is high degree of tolerance among people of varying ethnic backgrounds. The average Tanzanian is, however, generally poor, with the rural population being more disadvantaged than the urban population.

Tanzania has experienced many years of political stability and multi-party democracy is gradually gaining roots, although many opposition parties are still weak and fragmented. The political leadership, especially in the late 60s and early seventies, had spearheaded the making and implementation of several excellent education policies, i.e. ESR and UPE. It also strove to eradicate illiteracy and attain self-sufficiency in high level manpower. This kind of political zeal is needed in implementing the envisaged reforms.

Tanzania is, however, far behind in the scientific and technological developments taking place in the world. It must do more to catch-up as well as use some of the given technologies, e.g. information technology, more effectively in the process of transforming her education system.

On the education front, Tanzania needs to consolidate the gains made of having in place a well co-ordinated network of education institutions, a large number of indigenous experts in key offices, and an almost totally indigenous university teaching staff. Some schools, especially seminaries, were also performing very well, and there was a strong government-donor partnership and mutual support attributes which need consolidation.

The education system is not devoid of problems. There is poor participation rate at all levels; the quality of education, especially at primary school level, is poor and the teachers are underqualified, and the system is generally underfunded. This leads to problems such as poor physical

infrastructure, insufficient materials and equipment, and poor remuneration package for teachers. All these factors have created inefficiencies in the system as well affected its performance and effectiveness.

The planned interventions within the Ed-SDP reforms are, therefore, meant to redress the situation. A holistic approach shall be used during the 15 years reform period. The programme shall be implemented in three phases as resources are scarce and finite by nature. The phasing is planned in such a way that it assures intelligent visualisation of the interrelationship and interdependence of sub-sectors so as to make sure that there was efficient and effective realisation of programme goals. The determination of priorities for each phase is also done intelligently, using a transparent, objective criteria of merit that takes into account the vertical and horizontal interconnections and interrelationships of levels and sub-sectors.

8.2 Policies Influencing the Education Reforms

The education reforms are not going to take place in a vacuum. A variety of national policies, which are going to directly or indirectly influence, and sometimes guide various choices on the type of education to be provided are already in place. Of relevance to the Ed-SDP reforms is **The Tanzania Vision 2025** which sees education as a strategic agent for mindset transformation, and for the creation of a well educated nation that can face the development challenges facing the nation. The micro economic policy framework, on the other hand, places emphasis on the rationalisation of education and economic enterprises, liberalisation of the economy, including the provision of service like education, and the privatisation of publicly provided or owned industries and services.

Tanzania aims at eradicating poverty by the Year 2025. Education is clearly identified as one of the strategies of combating poverty due to the personal benefits and externalities that are associated with education. The **Education and Training Policy**, the **Technical Education Policy** and the **National Science and the Technology Policy** specify the major thrusts of the education system in the reform process. The thrust being partnership, co-operation, widening fiscal support, decentralisation, quality and equity, holistic and integrative approaches, enhanced access, improved relevance, better co-ordination, gender balance, economies of scale, improved funding, consideration for under-privileged groups, and greater emphasis on the development of Science and Technology.

The other reforms that provide ambience to education reforms include the **Public Sector Service Reform Programme**, the **Local Government Reform Programme**, the **National Employment Policy**, the **Government Pay Reform Programme**, the **Private Sector Reform Policy**, the **Community Development Policies for Children and Women**, the **Social Sector Strategy** and the **Financial Management Reform Programme**. All these are directed at improving the systems and structures for providing social and economic services in order to enhance the efficiency and effectiveness of the government systems.

8.3 The Overall Sector Reforms

The overall sector reforms are supposed to be implemented in 15 year period. They are to cover basic education, secondary education, teacher education, tertiary and higher education as well as all the support institutions. Basic education embraces pre-primary education, primary education, adult

education, vocational education and youth/out of school children education. At pre-primary level, the aim is to formalise that level of education so the government will issue national curriculum guidelines, train quality teachers, advise on language and methods of instruction, and provide complementary inputs and resources.

At primary school level, the reform is targeted at the many eligible children who were not going to school at all, enroling late, or dropping out of school. Similarly, the reform is aimed at arresting the decline in the gross enrolment ratio and quality of education generally, upgrading the academic and professional qualifications of teachers, especially the C/B grade, improving the terms and conditions of service of teachers, improving school infrastructure, textbook supply, quality of examinations, promoting equity, and correcting gender imbalance, urban - rural disparities, and ensuring that all the genuinely poor get support for their education. One of the major reform at the level is the effective decentralisation of management of education to districts, schools, and institutions.

In adult education, the reforms are directed at improving the rate of adult literacy through community based literacy programmes, expanding vocational training, and providing education and work opportunities for the youth and adults. The reforms are also meant to provide training opportunities for out-of-school children, and especially girls, and complementary basic education through the COBET, ICBAE and youth education programmes.

Secondary education reforms are essentially those of expanding enrolment by increasing the transition rate from 15 percent to 20 percent by the Year 2004, enhancing access by quintiles, improving quality and relevance by re-organising curriculum, providing requisite teaching/learning materials and equipment, and addressing the language problem.

Teacher education reforms are meant to provide opportunities for better pre-service and in-service training of teachers INSET, especially upgrading the academic content and professional skills, improve teachers' mastery of language, providing more opportunities for teacher mentoring, and having in place a professional body that shall be responsible for setting professional standards and enforcing professional ethics.

The tertiary and higher education, reforms are directed at rationalisation of institutions of tertiary and higher learning in order to enhance efficiency and effectiveness. Similarly, the thrust is on making better use of spatially dispersed programmes, increasing the participation rate through redressing gender imbalance, reducing the high unit cost through institutional transformation, diversifying the means of funding, and improving the general quality of outputs by improving inputs and processes.

For the support institutions (TIE, NECTA, TLS, IAE, TSC NACTE, Science and Technology Commission, HEAC, MANTEP), the major reforms shall include personnel audit, improving and efficiency and effectiveness through capacity building, human resource development, and provision of requisite support facilities and equipment.

8.4 The Medium Term Strategic Plan

The Medium Term Strategic Plan presented in the following pages contains the priority programmes that shall be implemented in the 1st phase of the reform programme. Essentially, the 1st phase shall focus mainly on establishing an efficient system and structure for facilitating effective implementation of the reforms. It shall also concentrate on basic programmes that shall form the foundation on which subsequent phases shall evolve. Detailed development of programmes for the 2nd and 3rd phases shall also be done during the 1st phase. The current phase has five programmes at primary, two programmes in the post secondary education and training institutions, and four programmes in secondary education. The programmes are designed to complement each other. The broad thrust in the overall spending will be to contain salary spending growth, cost-efficiency gains, targeted development spending on access, and quality improvement measures.

8.4.1 The Indicative Budget

The total budget of the Reform Programme is Tshs. 446,876 million, with the Primary Education Sector getting the lions share at TShs. 281,155, secondary coming second at TShs. 139,226 million, and the Post secondary and University level education getting Tshs.26,494 millions. Mechanisms for the tracking of the disbursement and utilisation of the funds will be strengthened and accountability enforced.

Table 8.1 The Specific Medium Term Reforms, Strategic Plan and Budget in Millions Tshs

Programme Component	Total Budget	Annual Budgets				
A: Basic Education		99/2000	2000/01	2001/02	2002/03	2003/04
1. Infrastructural Dev. and Rehab.	150,000	51,000	48,000	27,000	15,000	9,000
(a) 15,000 New Classrooms	50,000	17,000	16,000	9,000	5,000	3,000
(b) Repairing 13,000 Classrooms	50,000	17,000	16,000	9,000	5,000	3,000
(c) 500 Teachers Houses	50,000	17,000	16,000	9,000	5,000	3,000
2. Quality Improvement	71,980	23,000	20,400	13,680	8,000	6,900
(a) Textbooks Supply	40,000	20,000	15,000	5,000	0	0
(b) Teacher Development	26,080	2,500	4,500	7,080	6,500	5,500
(c) Inspection Strengthening	5,900	500	900	1,600	1,500	1,400
3. Ministries Capacity Building	32,475	3,081	4,141	7,685	8,721	9,246
(a) School Management Development	32,000	3,000	4,000	7,500	8,500	9,000
(b) Central Ministries Capacity Development	614	60	110	135	145	164
(c) Legal Framework	6	0.5	1.0	1.3	1.4	1.5
(d) Publicity, Sensitization and Marketing	255	20	30	50	75	80
(e) EMIS	2,800	400	800	800	400	400
4. Community Based Intervention	17,800	1,100	2,500	3,750	5,150	5,300
(a) ICBAE	6,800	500	1,000	1,750	1,750	1,800
(b) COBET	11,000	600	1,500	2,000	3,400	3,500

	Total Budget	99/2000	2000/01	2001/02	2002/03	2003/04
4. Efficiency Gain Measures	**8,500**	**8,500**	**0**	**0**	**0**	**0**
(a) Rationalization of Teaching Force	8500	8500	0	0	0	0
(b) Multi-Grade Teaching (See 26)						
GRAND TOTAL	**203,955**	**87,080**	**73,841**	**52,916**	**37,271**	**36,840**

B: Secondary Education

Programme Component	Total Budget	Annual Budgets				
		99/2000	2000/01	2001/02	2002/03	2003/04
1. Equity Improvement	**27,798**	**2,198**	**10,300**	**7,200**	**5,100**	**3,000**
(a) Capitation grants	7,128	528	1,800	1,700	1,600	1,500
(b) Means testing	670	670	0	0	0	0
(c) Improvement in undeserved areas	20,000	1,000	8,500	5,500	3,500	1,500
2. Access Improvement	**32,183**	**4,443**	**9,003**	**7,155**	**6,005**	**6,578**
(a) Selective deployment of facilities	204	102	0	0	0	102
(b) Expansion in undeserved areas	24,948	1,500	7,598	6,750	5,600	3,500
(c) Optimum use of current facilities	5,075	2,538	0	0	0	2,538
(d) Assistance to private schools	1,956	303	405	405	405	438
3. Quality Improvements	**66,299**	**7,665**	**19,350**	**15,350**	**13,590**	**10,344**
(a) Upgrading teachers' quality	13,100	1,500	4,000	3,000	2,500	2,100
(b) Curriculum revision	215	215	0	0	0	0
(c) Conversion to polytechnics	5,000	500	1,000	1,000	1,000	1,500
(d) Implementation of language policy	1,500	750	0	0	0	750
(e) School materials and textbooks	18,544	2,000	6,000	4,500	3,500	2,544
(f) Community based rehabilitation	25,000	2,500	7,500	6,500	5,500	3,000
Facility based management Development.	2,940	200	850	750	690	450
4. Efficiency Gain Measures	**12,946**	**3,465**	**4,161**	**1,640**	**1,790**	**1,890**
(a) Effective teacher deployment	4,642	2,321	2,321	0	0	0
(b) Rationalization of subjects	204	204	0	0	0	0
(c) Demand driven boarding Facilities	6,700	500	1,000	1,600	1,750	1,850
(d) Strengthening institutional capacity	1,000	300	700	0	0	0
(e) Improving retention rates	200	40	40	40	40	40
(f) Decentralization and autonomy measures	200	100	100	0	0	0
GRAND TOTAL	**139,226**	**17,771**	**41,814**	**31,345**	**26,485**	**21,812**

C: Post Secondary and Higher Education

Programme Component	Total Budget	Annual Budgets				
		99/2000	2000/01	2001/02	2002/03	2003/04
Higher and Tertiary Education	423	150.0	273.0	0	0	0
• Rationalization and Rehabilitation of Post secondary Sector						
▓▓▓▓▓▓	▓▓▓▓	▓▓▓▓	▓▓▓▓	▓▓▓	▓▓▓	▓▓▓
-Increasing enrolment	25,312	7,500	6,600	5,600	3,612	2,000
-Improving quality	484	129	120	95	80	60
-Rationalization of Higher Educ.	215	0	0	0	108	108
-Equity improvement	60	16	14	12	10	8
GRAND TOTAL	26,494	7,495	7,007	5,707	3,810	2,176

Note: detailed calculations are found in the technical sector annexes.

From the Tables, it is observed that the projected total yearly financing requirement which is expected to be contributed to by the partners in education will be as follows.

Table 8.2 Ed-SDP Programme Financing Requirement Million Tshs.

	1999/200	2000/01	2001/02	2002/03	2003/04	Totals	%
Basic Education	87,080	75080	52,916	37,271	30,846	283,955	63.1
Secondary Education	17,771	41,814	31,745	26,085	21,812	139,227	31.0
Tertiary and Higher Education	7,903	7,115	5,707	3,702	2,068	26,495	5.9
Total	112,755	124,769	90,368	67,058	54,726	449,676	100

8.5.1 The Government Contribution

The government is committed to being a full contributor to the extent possible. While maintaining current budgetary allocations for the regular operations of the entire system, it will devote any budgetary increment of the current allocation to the proposed reforms. In addition, as the economy improves, any gains will go to the funding of the reform process.

8.6 Sector Financing

The proposed sector financial planning and management reforms are meant to augment the existing government system of sector financial management, monitoring, and auditing. Tanzania is one country that has a clear national system for allocation of funds, their monitoring, and annual auditing, right to the school level. The challenges are those of strengthening and revitalising the budgetary policy framework, its execution, and in the most transparent and accountable manner. The government has already initiated commendable processes for overall economic improvement

which facilitates an expanded pool of taxable revenues, and is subsequently strengthening both the budgeting, accounting, and auditing processes and frameworks.

Tanzania is spending a comparatively small proportion of the DGP and annual resource outlays on education at the rate of 2.3 and 21 percent respectively. The Government is committed to improving the sub-sectoral distribution of the annual education budgets deliberately in favour of primary education in absolute terms but not in per capita terms, and it is the policy of the Government to accord highest priority to primary education, followed by secondary education, and then the tertiary and higher education whose share should be augmented by private contribution.

Tanzania is aware of the poor efficiency indicators, in terms of staff-student ratios, unit costs, wastage and managerial bureaucracy. The Government is firmly committed to improving these parameters of its operations.

8.7 Sector Management Reforms

The recommendations contained in this section suggest reforms and innovations in the system and its structure in order to facilitate efficient and effective management of the sector reforms. The suggested reforms are summarised tabular form as follows:

S/N	ISSUE	REFORM	RESPONSI BILITY	ACTION TAKEN
1.	Lack of Co-ordination of existing policy planning functions.	Harmonise co-ordination of policy making and planning functions.	PMO.s Office ESCC	- Done -
2.	Poor co-ordination of ministries responsible for education and training	Co-ordinate ministries responsible for education and training	PMO's office ESSC	- Ongoing -
3.	Limited donor participation as major stakeholder in decision making process	Enhance donor/stakeholder participation in decision making	IAGE	- Ongoing -
4.	Lack of donor co-ordination	Co-ordinate donors	IAGE	- Ongoing
5.	Lack of co-ordination of several stand-alone projects	Adopt a programme approach and establish a unit under DP to co-ordinate ongoing projects	PS/DP	- to be done by July 2000.
6.	Lack of up to date information and data	Improve data/information collection, flow sharing, storage, retrieval, dissemination and management by establishing a MIS unit that is effectively staffed and equipped.	PS/DP/Dono r Community	- to be done by July 2000
7.	Current SDP Management being a parallel structure	Gradually merge the two structures once capacity building initiative is completed	PS/DP	- started - SMT currently co-ordinated by DP
8.	Limited technical capacity to plan and implement reform and development programmes	Improve staffing through audit, retrenchment, fresh recruitment, training, deployment and motivation	PS/DP/DED	- to be done by 2003
9.	Lack of training in management	Formal qualification acquisition		

S/N	ISSUE	REFORM	RESPONSIBILITY	ACTION TAKEN
		through induction, specialised training programmes and exposure	PS/DAP/DED	- Ongoing -
10.	Lack of appropriate regulations that clearly specify management and audit arrangements for common fund mobilization, disbursement and control including procurement of services.	Formulate unambiguous regulations that clarify procedures.	PMO's Office ESCC	- Started -
11.	Institutional reforms not in line with broader civil service and local government reforms.	Advocate for what is best for the education system	ESCC SMC	- Ongoing -
12.	Lack of clear modalities for co-operation/partnership/strategic negotiation and performance review and monitoring among stakeholders.	Specify modalities in a memorandum of understanding.	ESCC IAGE SMC	- started -
13.	Lack of clear job descriptions and policies for human resources management.	Prepare and issue staff manual with clear policies on HRM and job descriptions for all staff.	PS/DAP	- started but more to be done
14.	Unclear lines of accountability and responsibility, especially in the decentralised system – control of funds and management of staff.	Lines of accountability and responsibility clarified in a manual that is jointly prepared and approved by all interested parties.	ESCC/PS/DAP/DPE	- started -
15.	Ability of district councils/school boards and committees to discharge their responsibilities effectively.	Systematic capacity building initiatives	ESCC/PS/DAP/DP/DPE	- started -

8.8 Monitoring and Evaluation

The government clearly recognises its changing role in education from that of a key provider to that of an enabler, collaborator, and more particularly, in the roles where it has comparative advantage, which are in quality assurance and regulation functions. The government is firmly committed to this process of change of roles.

Monitoring and evaluation is central to the new roles of quality assurance and control. The Government is committed to a sector wide approach to monitoring and evaluation. This will entail close co-ordination between the three ministries mandated to offer formal educational programmes (MLGRA, MoEC, and MoSTHE), both in data capture, and in analysis and interpretations. Therefore, the government will endeavour to reach an agreement among all partners on procedures and criteria for evaluation of the reforms, both at formative and summative stages. MoEC will strengthen its research and evaluation capability so as to assume sector-wide roles while at the same time strengthening the relevant horizontal and vertical units mandated to collect useful data for monitoring and evaluation of the programme, including the Inspectorate, NECTA, Regions, Districts, and MoSTHE Planning and Statistics Unit.

The Government clearly appreciates the fact that in any monitoring and evaluation exercise, the processes subsumed in the reform process are important. Yet the outputs, results and impacts are of crucial significance. Therefore, the Government is committed to using results based management system such that the monitoring and evaluation system will go for verifiable outcomes and impacts while closely monitoring the assumptions therein.

8.9 The Decision Making Processes

The complex reform process, with multiple layers of decision making, multiple programmes, and several ministries involved will require a clear vision of the goals and tasks, clear division of labour, apportionment of responsibilities, and synchronisation of the timing of decisions to be made. Table 1.4 represents a decision making matrix that delineates the various issues in each programme, by levels, identifies and responsible decision makers or units. Of great importance will be the coordination among the key players in the reform process. These are the ministries, to include MoEC, MoSTHE, MRALG, MoF, MCDWAC, Planning Commission and CSD. Similarly, support institutions will have to be alerted as to their functions in this whole exercise.

In this regard, the Monitoring and Evaluation Unit in the MoEC's Planning Directorate will be in place quite early in the exercise so as to put together the machinery for coordination and follow-up actions. It will have to have an efficient secretariat of specialised persons. If the reform process is to start immediately after appraisal, the timeliness of decisions will be of critical importance. Never, the implementation dates in the matrix will have to be adhered to. More work will need to be done in the operationalisation of the strategic issues and clarifications of decisions to be made. Therefore a secretariat that will keep the reform process going has to be institutionalised immediately after Appraisal.

Table 8.3. Strategic Decision Making Matrix

S/N	PROGRAMME	STRATEGIC ISSUES	DECISION MAKER	STATUS AND STEPS	IMPLEMENTATION DATE
A. Macro Level					
1.	Basic education spending share	- Spending share of a minimum 70% by the end of the plan period.	MoF/ Planning Commission	Budget spending projections are at that level	Done
2.	Poverty eradication linkage	- Set up MoEC/Vision 2025 and Poverty Co-ordination Unit	Vice President's Office/MoEC	Communication exists. SDP plans are in line with the poverty eradication initiatives	Ongoing
		- Incentives for the private sector to invest more in education	MoF MoEC Private Sector	Amendment of Education Act No. 25 of 1978 by No. 10 of 1995 Tax relief on education materials	Done Done
		- Pregnant school girls to be allowed re-entry to the school system	MoEC	Needs assessment Prepare regulations Implementation	April – June Dec. 1999 June 2000
		- Financial support to academically able but financially poor students	MRALG MoF	Establish Education Levy Establish Education Boards and Funds	June 1999 July 1999
3.	Ed-SDP Ownership and Sustainability	- Sensitisation of Community on Ed-SDP	MPs MoEC MRALG News Media	• Public rallies • Radio • TV programmes • Fliers • Newsletter	Ongoing Ongoing July1999 July1999 Ongoing
4.	Focus on disadvantaged areas	- First phase of SDP programmes to target under-served areas	MoEC	Sub-programmes will give priority to under-served areas and groups e.g. School facilities and School Management Capacity Training.	Ongoing
5.	Post-primary services more labour-market responsive	- Operational guidelines for greater institutional and financial autonomy for post-primary institutions	Civil Service Department, MRALG and MoEC	Institutions manage their revenues. School fees are retained by schools and used as per school plans	Ongoing
B. High quality UPE					
1.	Improved facilities utilisation	- District-level budgeting based on PTR 45 and PCR 60: confirm phased introduction of these targets.	MRALG, MoF	Block grants to districts – 1st phase in 35 districts	July 1999
2.	Improved facilities provision and ownership	- Demand-driven community based modalities: define role of central MoEC and districts: define timetable for divesting ownership to village councils	MRALG, MoEC	• Establish roles • Legal provisions to be instituted for the establishment of education boards and ownership of infrastructure by the village councils. • Capacity building for village councils.	By June 1999 By June 1999
3.	School committee regulatory powers	- Define timetable for new regulations.	MoEC	• Appointment of new school committees • Capacity building for school committees. - Regulations on school attendance and other management issues.	July 1999 July – December January 2000
4.	District/school financial allocations	- Timetable for attendance/enrolment/quality performance based allocations to districts: endorsement from MoF/MRALG.	MRALG/MoF	• Develop criteria for funds allocation to institutions • Workshops to District staff on criteria for funds allocations. • Allocation along established criteria.	July 1999
5.	Quality control	- Define timetable/targets for regulation of teaching hours, teacher attendance against new curriculum guidelines.	MoEC	- Induction workshops for teachers on new Primary Schools curriculum - Issue of new circulars for teaching and teacher attendance	August – December 1999 August 1999

S/N	PROGRAMME	STRATEGIC ISSUES	DECISION MAKER	STATUS AND STEPS	IMPLEMENTATION DATE
6.	Primary textbook supply	- Define textbook replacement/financing mechanisms, including Government/parent contributions	MRALG and MoEC	- Textbook plan for 1:1 Textbook: Pupil ratio - Textbooks funds to be established in schools for sustainability. - Education levy to support Textbooks supply.	In place July 1999
7.	Primary teaching service effectiveness	- 100% Grade A by 2004: reaffirm INSET strategy and cost-sharing: define timetable for rationalisation of TTCs and INSET/PRESET delivery.	MoEC	- Teacher education master plan in preparation - Upgrading courses for B/C – to A in TTCs and TRCs	Ongoing Ongoing
		- Introduce multi-grade teaching in schools with low pupil populations	MoEC TIE	• Identification of schools • Orientation of teachers • Implementation	August 1999 Jan. 2000 Jan. 2000
8.	School management development	- 100% trained by 2004: reaffirm district/school-based training strategy: confirm cost-sharing selection and incentive package.	MRALG, MoEC	• Initial District Based Basic Training on school Management for headteacher, school committees members and ward education co-ordinators • Training for certification of headteachers – programme design and start up • Incentives packages for heads teachers.	Ongoing Early 2000 Early 2000
9.	Student performance monitoring	- Define timetable for reforms, including transparent publication/dissemination of national, district and school results.	NECTA, MoEC	• Students performance in examinations are open to parents and candidates. School results are public.	Ongoing
10.	Inspectorate development	- Increased autonomy and regulation through certificate of standards: define cost-sharing arrangements.	MoEC	• Capacity building for the Inspectorate - Training of new Inspectors - Professional Workshops - Provision of facilities • Prepare criteria for certificate of standards • Cost-sharing within communities to support the inspectorate	Ongoing Done done
C. Sector Planning/Management					
1.	MoEC/MRALG linkage and co-ordination	- Define nature of MoEC role in monitoring 1ˢᵗ phase block grant districts programme	MRALG and MoEC	• Central MoEC to issue guidelines on education policy and programmes to the districts • Establish effective EMIS to Districts • Monitor implementation and evaluate.	From July 999 - ditto - Periodical
2.	MoEC/CSR organisational reform	- Timetable and actions for MoEC reforms and devolution of management to districts and institutions for secondary/teacher education	CSD and MoEC	• CSD has issued a circular for district councils to manage District staff working in the district • Districts capacities to be developed. • School committees and Boards to be strengthened for their role in managing the Institutions.	Done 1999/200 Ongoing
3.	Basic Education policy/planning reforms	- Timetable/actions for phasing out ESCC/SMG/SMT and integration of functions within Ministry Directorates.	Sector Ministries	SMG has been transformed into. SMC is in place which is made up the of sector ministries relevant directors. - ESCC will form a co-ordination unit for the reforms - SMT is converted into a secretariat for the programme under the direction of the Director of Planning.	Done

S/N	PROGRAMME	STRATEGIC ISSUES	DECISION MAKER	STATUS AND STEPS	IMPLEMENTATION DATE
4.	MoEC quality monitoring	- Define principles and actions/timetable for rationalisation of Inspectorate NECTA, EMIS etc.	MoEC/ NECTA	• Reforms now taking place in the Inspectorate, NECTA. • Establishment of an effective EMIS	Ongoing On going
5.	Financial management tracking	- Define principles and actions/timetable for system, including audit and accountability arrangements.	MoF, MoEC, MSTHE, MRALG	Finance tracking network between MoF Ministries and districts being established trough MoF	Ongoing
6.	Decentralisation mechanisms	- Delegation of budgets to districts, including salaries against PTR: define timetable for operational guidelines.	MRALG, MoF	• The Block grants system will be based on criteria including that of optimum number of staff in the districts • Operational guidelines to be issued	July 1999 July 1999
7.	Teacher's Service Commission	- Define actions/timetable for reform to review/appeals board.	CSD, TSC, MoEC	Streamline functions of TSC in line with the Public Service Reform Programme	Ongoing

. D. Basic Ed: Cost-Effectiveness

S/N	PROGRAMME	STRATEGIC ISSUES	DECISION MAKER	STATUS AND STEPS	IMPLEMENTATION DATE
1.	Cost-efficiency targets	- Confirm salary/non-salary 80:20 target, PTR 45 and PCR 60: define broad strategy for achievement	• MoF • RALG • DEO	• Send common framework for allocation • The District education plans will lay down strategy	July 1999
2.	TTC rationalisation	- Define actions/timetable and targets for redeployment of TTCs for INSET and secondary schools.		• TTC Audit in Progress • Already TTCs used for INSET alongside TRCs • MoEC to send circular giving directions and deadlines for B/C teachers for INSET courses	June 1999
3.	Spending guidelines to school committees	- Define uses of UPE fee and levels, including authority for school	• MoEC • MRALG • DEO	• MoEC already sent circular to that effect • MRALG to supervise implementation • Set up matching funds to encourage collection	December 1999
4.	Post-primary facilities audit	- Define principles for alternative use of facilities: confirm timetable for audit and follow-up actions.	• MoSTHE • MoF • Other Sectoral Ministries	• MoSTHE already addressing the issue • Form a Team or commission to supervise the work.	April 1999
5.	Primary teaching force rationalisation	- Define principles, targets, actions and timetable for phasing of rationalisation against PTR targets.	• MRALG • MoEC	• MoEC already sent circular to urge teachers to upgrade • Teacher Audit study in progress • MRALG/MoEC to set dates and targets after teacher audit	August 1999

E. Secondary Education Development

S/N	PROGRAMME	STRATEGIC ISSUES	DECISION MAKER	STATUS AND STEPS	IMPLEMENTATION DATE
1.	Policy targets as per Secondary Education Master Plan	- Define targets for enrolment growth, transition rate, gender equity, quality gains, institutional autonomy and targeting of Government support for poorest.	• MoEC	• Secondary Education Master Plan in Progress – see Annex 5	Ongoing
2.	Role of Government in secondary education	- Issue strategy statement outlining role as general provider, targeted on the poorest, alongside quality control measures.	• MoEC	• The Education and Training Policy already addresses the issue • Policy speech of March 19th, 1998 confirmed the role • Strengthening the inspectorate	Ongoing
3.	Secondary education master plan	- Approve revised secondary education Master plan, especially Government role in financing and management: confirm principles with Treasury for FY 1999 2000 budget.	• MoF • MoEC	• Master Plan Framework completed • Statements to emanate from the approved Master Plan	July 1999

S/N	PROGRAMME	STRATEGIC ISSUES	DECISION MAKER	STATUS AND STEPS	IMPLEMENTATION DATE
4.	Equitable access strategies	- Define criteria and targets for under-used sectoral institutions: define criteria and targets for additional schools in under-served areas. Define criteria and targets for scholarships for poor/girls.	• MoSTHE • MoEC • Sectoral Ministries • MoF	• MoSTHE already addressing the issue of underused facilities. • Criteria already exists with the GSES girls. • Criteria to be modified based on review findings.	July 1999
		- Government assistance to selected non-government schools in under-served areas	• MoEC • MoF	• Provide through secondment of qualified teachers. • Provision of some teaching-learning materials	Jan. 2000 Jan. 2000
		- Communities/NGOs to build Girls hostels in areas which need them	• MRALG • NGOs • MoEC	• Sensitisation programmes	July 1999
5.	Curriculum quality/relevance	- Define principles, actions and timetable for curriculum review	• MoEC • TIE • NECTA	• Set up Review Team	July 1999
		- Improvement of the teaching of Secondary Science, Math and Technical subjects	• MoEC • MoF, • TIE	• Launch programmes for in-service and skills up-grading for teaches of science, math and technical subjects. • Plan for rehabilitation and convert 5 of the existing technical 'O' level secondary schools into Polytechnical schools	July 1999 Dec. 1999
		- Restore knowledge acquisition support units in schools	• MoEC	• Restock libraries with relevant books/periodicals • Construct reading rooms/libraries in schools without them.	July 1999 Ongoing
6.	Textbook provision	- Define role of Government in subsidies and cost-sharing measures: define action/timetable for implementation.	• MoEC • MRALG	• Government will assure quality and affordability • Target subsidy to poor area and groups • Establish Textbook funds in schools for sustainability	July 1999
7.	Quality control and regulation	- Define principles, actions and timetable for quality control, especially examination result transparency and dissemination and role of Inspectorate in ensuring standards compliance in both public/private schools.	• MoEC • NECTA	• Already publishing examination results. • Inspectorate already developed criteria for certification on school quality • Apply criteria.	 July 1999
8.	Delegated autonomy to school boards	- Define timetable, actions and targets for greater financial/management autonomy	• MoEC • School Boards	• All schools to have operational Boards. • Issue Circular on use and auditing of school funds • Legal framework for enhanced authority.	August 1999
9.	Annual accounts/audit	- Define actions, timetable and targets for audit process	• MoF • MoEC	• Already audits are taking place • Strengthen financial management	Ongoing July 1999
10.	Rationalise boarding provision	Define principles, actions, targets and timetable, including retaining boarding in remote areas.	MoEC	• Boarding Facilities for under-served and marginalised groups. • Special consideration for A-level and Girls	Ongoing
11.	Secondary school budget guidelines	Define principles, actions, targets and timetable, especially for salary/non-salary shares and PTR 25/30.	• MoEC • MoF • School Board	• Insist on schools having school plans • Budgets to be in line with School Plans	 Ongoing

F. Tertiary Secondary/Higher Education

S/N	PROGRAMME	STRATEGIC ISSUES	DECISION MAKER	STATUS AND STEPS	IMPLEMENTATION DATE
1.	Higher Education Master Plan	- Define enrolment, equity, quality improvement, institutional and financing targets, including performance indicators.	• MSTHE • Other Sectoral Ministries	• Higher Education Policy already in place. • Equity programs are in place • Institutional plans in place	July, 1999

S/N	PROGRAMME	STRATEGIC ISSUES	DECISION MAKER	STATUS AND STEPS	IMPLEMENTATION DATE
2.	Role of Government in provision	- Define actions, targets and timetable for introduction of greater financial/management autonomy.	• MoF • MoSTHE • Institution	• Cost sharing measures already in place • Loan scheme already in place • To design means testing	July 1999
3.	Joint MoEC/MSTHE planning	- Circulate results of previous performance audits and define TORs and reporting time for proposed committee against policy targets.	• MoEC • MoSTHE • Sector Ministries	• Already SMC in place • SMC Secretariat to be strengthened for co-ordination across the sector ministries.	July 1999
4.	Cost-efficiency measures	- Define targets, actions and timetable for efficiency reforms, especially plan staff utilisation rates.	• MoSTHE • Institutions	• Institutional transformation plans already addressing these issues • Issue conditionalities	July 1999
		- Increase enrolment	• MoSTHE • Institutions of Higher Learning	• Introduce double session • Introduce modular system in some courses to enhance both performance and enrolment	Sept. 1999 Sept. 2001
5.	Institutional autonomy	- Define actions, targets and timetable for introduction of capitation grants, including performance criteria.	• MoSTHE • Institutions	• Reconstitute the Boards/Councils • Issue Guidelines on Relationship	
6.	Cost-sharing with beneficiaries	- Define principles, actions, targets and timetable for greater cost-sharing, including Government criteria for grants to poor.	• MoSTHE • Institutions	• Cost sharing already in progress • Means Testing to be done. • Targeting to be initiated	Ongoing July 1999
7.	Quality assurance measures	- Define principles of revised roles and action plan/targets for organisational reform.	• Institutions	• Institutional strategic plans already in place. • Tighten admission criteria • Upgrade staff	Done January 2000
8.	Rationalisation of the Sector	Define functions mandates and targets of each institution	• MoSTHE • MRALG • VETA • MCDWAC	• Audit all Institutions • Allocate under-utilised institutions for other education and development functions	July 1999

127

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Appendix No.1: LIST OF TECHNICAL ANNEXES

S/NO	NAME OF ANNEX	STATUS/PHASE
1.	Legal Framework	Preliminary
2.	Education Management Information Systems	Preliminary
3.	Broad Capacity Building Strategy	Preliminary
4.	Complementary Basic Education in Tanzania (COBET)	Development
5.	Secondary Education Development Program	Development
6.	Publicity and Mass Communication Systems	Operational
7.	Financial Planning and Management Systems	Development
8.	SDP Monitoring and Review System Development	Development
9.	SDP Management and Organization System Development	Development
10.	School Facilities	Operational
11.	School Textbooks	Operational
12.	Primary Education Teaching Force Rationalization	Operational
13.	School Management Development	Operational
14.	Teacher Education Development	Development
15.	Inspectorate System Development	Development
16.	Integrated Community Based Adult Education (ICBAE)	Operational
17.	Higher and Technical Education Development	Preliminary
18.	Other Post-Secondary Education Development	Preliminary
19.	School Libraries and Resource Centres	Preliminary

Criteria for Grouping

(a) **Operational Phase**:
   - At Implementation Stage Programs
   - Those which are about to be financed
   - Ongoing programmes

(b) **Development Phase**:
   - Studies done for developing plan frameworks
   - Areas that are in the process of developing strategies for implementation

(c) **Preliminary Phase**:
   - Areas that are just starting to be developed
   - General Agreement reached on including the Activity