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Three years of PEDP Implementation: Key Findings from Government Reviews

HakiElimu

Three years (2002-2004) of PEDP Implementation: Key Findings from Official Reviews

HakiElimu[1]

Introduction

This report brings together findings on the status of the Primary Education Development Plan (PEDP) implementation from six Government or Government commissioned reports. These reports are:

- PEDP Implementation Stocktaking Report of May 2002;
- PEDP National Monitoring Report (PO-RALG[2]) of 2002;
- Joint Review of PEDP of 2003;
- PEDP National Monitoring Report (PO-RALG) of 2004;
- Joint Review of PEDP of 2004; and
- Public Expenditure Tracking Study (PETS) of 2004

This paper synthesises the findings of these reports to highlight areas where PEDP has succeeded, where there are gaps and where more needs to be done.

Undoubtedly, the implementation of the PEDP was the most significant intervention in the primary education sector in the last two decades. Education for Self Reliance (ESR), launched in the 1960s, was a politically derived intervention questioning the purpose, content and outcome of the education process. ESR set out a vision for the education sector and linked it to the socio-economic vision for the nation. PEDP, on the other hand, appears to be an education technocrat's project. It was developed to revamp primary education in the country by addressing problems that had arisen in the sector. It is a comprehensive, national, five-year (2002 – 2006) programme. It focuses on interventions in primary education, by increasing inputs into the sector, to bring about qualitative and quantitative improvements. The four main components of PEDP are:

- Enrolment expansion
- Quality improvement
- Capacity building
- Strengthening institutional arrangements

The program has been funded by the Government's own resources, by a soft loan of USD 150 million from the World Bank, and by numerous other donors including the European Union, Sweden, Norway, Ireland, Canada and others.

This paper is based on key Government documents relating to the status of PEDP in the last three years listed above. These reports provide an opportunity to examine the rate of progress

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[1] This review has been undertaken by Suleman Sumra, a member of HakiElimu and retired Professor of Education at the University of Dar es Salaam with support from Euan Davidson, who has recently completed his doctorate on primary education in Tanzania at the School of Development Studies, University of East Anglia, UK, and inputs from Japhet Makongo, Senior Program Officer Policy at HakiElimu. The work has been supervised and edited by Rakesh Rajani, Executive Director of HakiElimu. An earlier draft of this paper was presented to the Social Services Committee of the Tanzania Parliament. The draft was also shared with the Government, donors active in education and the Tanzania Education Network (TEN/MET), and comments received were taken into account.

[2] President's Office – Regional Administration and Local Government

of PEDP implementation. This paper compares achievements to targets set in the four components of the PEDP. It summarizes key observations from a systematic and comprehensive assessment of the six studies against PEDP objectives.[3]

In the remainder of this paper, findings on each of the four sections will be presented and discussed. Specific page number references to the original documents are provided wherever possible. Specific recommendations are provided in italics, and where these are derived from the official Government reports they are quoted verbatim.

One of the problems in using the different reports is inconsistency of data. For example, standard one enrolment data varies across reports. The 2002 Stocktaking Report states that the 2002 standard one enrolment was 1,614,212 (p.27); the National Monitoring Report of 2002 shows the enrolment to be 1,659,847 (p.7); and the official figure in the Ministry of Education and Culture's (MOEC's) Basic Statistics in Education (BSE) is 1,632,141 (p.11). For the purpose of this review, the official data in BSE are used. Similarly, there is no consistency in the number of teachers in the primary education sector and in many other references to official statistics.

1.   Enrolment Expansion

1.1 Enrolment and Access

The highest priority in PEDP is to increase overall gross and net enrolment of girls and boys (United Republic of Tanzania (URT): 2001, 4). PEDP aimed at having all the children between the ages of 7 to 12 enrolled into standard one by 2005. In the past, some parents failed to send their children to school, partly as a result of school fees and other contributions that parents were required to pay. This affected access to schooling for many children from poor families. To ensure that parental inability to pay school fees was not a hindrance to accessing school, the Government decided to abolish school fees and all other mandatory parental contributions. In 2001, President Mkapa announced the removal of charges for Primary Education (URT: 2003, 10) and the same was reflected in Tanzania's first Poverty Reduction Strategy Paper (PRSP).

Another strategy was to mobilise the community to ensure that all school aged children were enrolled in school. A multi-media public Information, Education and Communication (IEC) campaign was to be undertaken to sensitise all stakeholders about PEDP and its implications (URT: 2001, 5). However, the evidence on whether the IEC strategy was well implemented is mixed. PEDP has received the highest level of political support on national TV and radio, including from the President, but other aspects of strategy implementation are unclear.

Nevertheless, all the reports studied show that PEDP is a success as far as overall enrolment is concerned. Chart 1 and Table 1 show actual enrolment compared to the targets set.
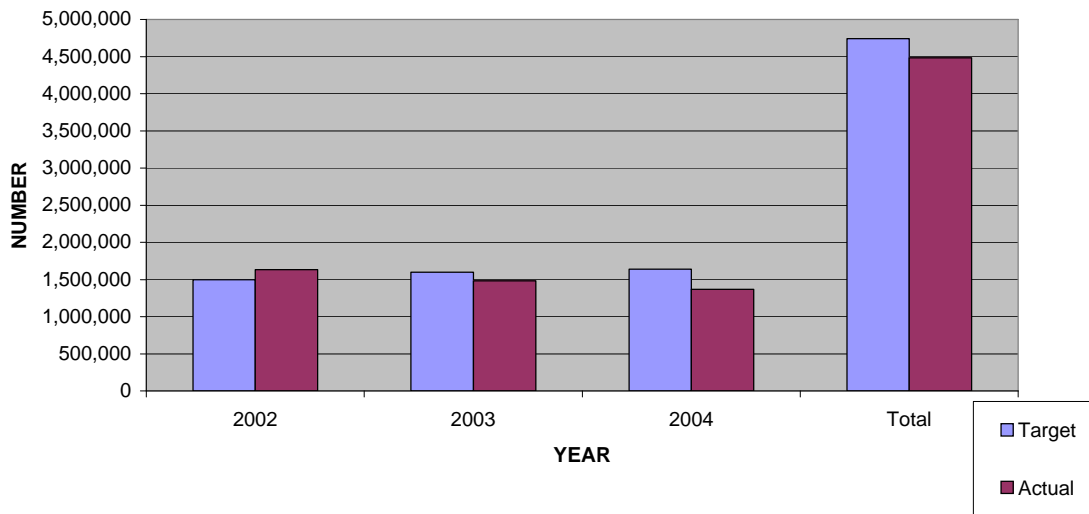
Table 1: Enrolment in Standard One: actual enrolment compared to targets set.

Year	Target enrolment	Actual enrolment	% above or below target
2002	1,500,000	1,632,141	8.8
2003	1,600,000	1,481,354	-7.5
2004	1,640,969	1,368,315	-16.6
Total	**4,740,000**	**4,481,810**	**-5.5**

Sources: URT: 2001, 5; URT: 2002b, 27; URT: 2003, 16; URT: 2004b, 24.

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[3] The summary matrix of this assessment is attached, the full matrix available by email from info@hakielimu.org

Chart 1: Enrolment in Standard One:
Actual Enrolment Compared to Targets

Data in Table 1 shows that, although significant success was achieved in 2002 when more pupils enrolled than expected, enrolments in subsequent years are a matter of concern. Standard one enrolment has not only fallen short of the target, but has also declined in absolute terms. The shortfall of nearly 20% from the target in 2004 is of particular concern. Even taking the enrolments of the first three years of the PEDP together the actual enrolment is 5.8% less than the target.

Table 2 shows increases in overall enrolment since the implementation of PEDP in 2002.

Table 2: Total Enrolment in Primary Schools 2001 -2004

YEAR	MALE		FEMALE		TOTAL	
	N	% increase	N	% increase	N	% increase
2001	2,474,344		2,407,244		4,881,588	
2002	3,052,018	23.3	2,929,320	21.7	5,981,338	22.5
2003	3,365,420	10.3	3,197,352	9.1	6,562,772	9.7
2004	3,626,241	7.8	3,456,822	8.1	7,083,063	7.9

Source: URT (2004)

Data in table 2 shows that increases in overall enrolment are slowing down since the high increase in 2002. Of particular concern is the fact that increases in girls' enrolment has been lower than that for boys, except for the year 2004. Proportion of girls in primary schools fell from 49.3% in 2001 to 48.8% in 2004, indicating that not as many girls are accessing primary schools as boys.

The PEDP document outlines a strategy to ensure that all children were enrolled in school by the year 2005. This strategy is shown in Box 1.

Source: URT: 2001, 6.

PEDP Review Reports of 2003 and 2004 show that the strategy has been successful to a large extent. PEDP Review report of 2003 shows that the percentage of new entrants who are aged 7 has increased from 27.8% in 2001 to 59.4% in 2002 and then to 63.6% in 2003. (URT: 2003, 16). The Review states that, given the complexity of the strategy, not all councils adhered to it. The Review further states that often the ages given for children may be uncertain and/or inaccurate, making the strategy more difficult, if not impossible, to implement (URT 2003,16). PEDP Review of 2004 states that a large number of 7 year olds are not enrolling in standard one, with the total number of 7 year old children who remain out of school having increased between 2002 and 2003, although it has declined in 2004 to a level of 11.52% (URT: 2004b,25).

Despite impressive gains in both GER and NER, the PEDP 2004 Review Report states that there are 630,821 children between the ages of 7 – 13 who are not in school (URT:2004b, 25). Another concern regarding access is regional inequalities in enrolment. Achievements are not uniform across the country. The GER and NER vary across regions. NER ranged from a high of 100.0% in Kilimanjaro and Mara to a low of 77.2% in Kigoma and 68.2% in Tabora. Although most regions have achieved a GER of 100% and above, Tabora has a GER of 79.0% (URT: 2004c, 28). It is not certain why Tabora should be lagging behind other regions in ensuring that children enrol in school. PEDP Review of 2003 (URT: 2003, 68) also states that, despite efforts, enrolment of children from nomadic areas, especially in Singida and Arusha, remains problematic.

Enrolment of all 7-year old children should be pursued vigorously given that more room is being created through the fast phasing out of age 8-13 enrolments (URT: 2004a, 42).

One of the features of the PEDP implementation has been the significant increase in the repetition rate. The repetition rate nearly doubled from 2.78% of the total enrolment in 2000 to 5.34% in 2004. In absolute numbers, the number of children repeating increased from 123,067 in 2001 to 375,687 in 2004, an increase of 208.5% in three years! Dropout, on the other hand, has reportedly decreased from 5.73% in 2000 to 3.75% in 2004. It is difficult to calculate completion rates given the repetition happening in each class. In 2003/04 nearly 10% of the children repeated standard one (URT: 2004c, 22).

Repetition rates are especially problematic in standard one, where 9.6% of the children were repeating. In most schools, the high enrolment in standard one has resulted in overcrowding. Children being made to repeat years has exasperated the problem. Repetition burdens the resources, such as teachers and teaching and learning material. In 2004, there were 131,358 children repeating standard 1, meaning that an additional 2,919 teachers are required if the TPR of 1:45 is to be adhered to. Similarly, repeating children also put pressure on the availability of classrooms.

The policy to allow children to repeat classes needs to be looked at again, especially when there is no evidence to show that children who repeat improve after repeating. Teaching approaches that take into consideration individual learning needs may be used to deal with slow learners.

PEDP also aimed to ensure that all children from disadvantaged groups, including AIDS orphans, are enrolled (URT: 2001, 5). PEDP Review of 2003 shows that children with disabilities and orphans were being enrolled. Some of these children were supported by various NGOs (non-governmental organisations) working in the district. However, there appears to be no national strategy for ensuring that orphans and other marginalized children enrol and attend schools. There are few support mechanisms, both in terms of resources and counselling, to ensure that these children continue with their education. The PEDP Review of 2004 (URT: 2004, 52) found that teachers and school committee members have very little appreciation of the needs of "impaired" children. In some schools, teachers indicated that some children with disabilities, especially the hearing and speech impaired and those with low mental capabilities, were being denied enrolment because the schools had neither the physical facilities nor the human capacities to handle such children (URT: 2003, 68).

The number of children with disabilities who are enrolled in schools is small. National Monitoring Report of 2004 shows that there are only 8,181 boys and 5,933 girls with disabilities who are enrolled in primary schools (2004a, 15). No national data on the total number of children with disabilities is available, though this is estimated by disability organizations and the WHO to be about 10% of the population (for Tanzania this would mean about 700,000 primary school aged children have disabilities). In developing countries, it is estimated that only around 2% of children with disabilities attend school (Arbeiter and Hartley: 2002).

The planning process should consider the learning needs and the physical facilities required by pupils with disabilities who are schooling in regular schools. To affect this, plans should be created to ensure that data on disabled children are aggregated by grade and sex (URT: 2004a, 42; URT: 2004b, 58).

Mobilisation at the community level needs to be undertaken to encourage parents with children with impairment to send these children to school. NGOs may be mobilised to assist in this task.

District Education Officers (DEOs) should create detailed information and plans for children with special needs in their districts including regular planned interventions for addressing the equipment and material needs of children with special needs (URT: 2004, 70).

1.2 Teacher Recruitment and Deployment

With respect to teachers' recruitment and deployment, the PEDP proposed four main objectives that were to be achieved:

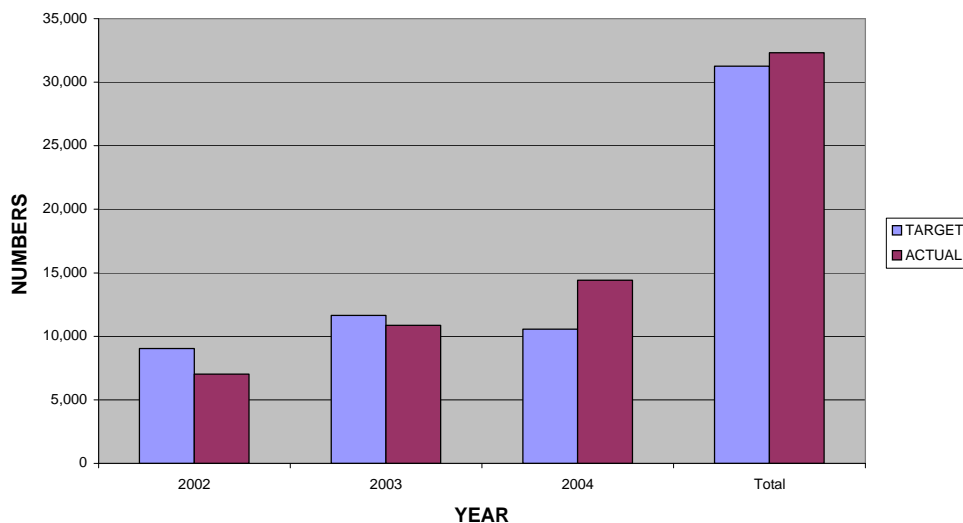**a. To recruit adequate numbers of new teachers.**

Table 3 and Chart 2 show the targets set against the actual recruitment.

Table 3: Number of Teachers Recruited Compared to the Targets Set

Year	Target	Actual	+/_
2002	9,047	7,030	- 2,017
2003	11,651	10,872	- 779
2004	10,563	14,423	+ 3,860
Total	**31,261**	**32,325**	**+ 1,064**

Source: URT: 2004b, 29

**Chart 2: Number of Teachers Recruited
Compared to the Targets Set**

Data in Table 3 shows that, over the three years, 1,064 more than the targeted numbers of teachers were recruited.
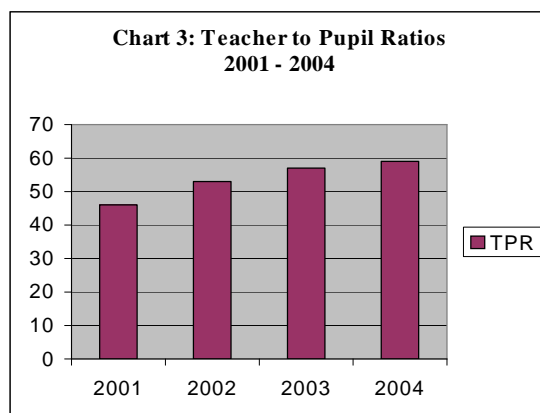
b. To establish teacher-to-pupil ratios (TPR) that effectively accommodate enrolment increases.

Data shows that the TPR, or the number of pupils each teacher has to teach, has *increased* in the years of PEDP implementation, as shown below:

Table 4: Teacher to Pupil Ratios 2001 - 2004

2001	1: 46
2002	1: 53
2003	1: 57
2004	1: 59

Source: URT: 2003, 39; URT: 2004a, 18; URT: 2004b, 29

Source: URT: 2003, 39; URT: 2004a, 18; URT: 2004b, 29

Given the fact that more teachers than targeted have been recruited in the three years of the PEDP implementation, and yet the TPR has continued to increase, this suggests that the PEDP

targets for teacher recruitment were underestimated, although the use of double-shifting needs to be considered, as explained below. The 2004 Review notes that, given the PEDP requirement of a TPR of 1: 45, this means that an additional 37,628 teachers still need to be recruited, more than the number recruited in the past three years (URT: 2004b, 29).

The National Monitoring Report of 2004 (URT: 2004a, 32) paints an even grimmer picture. It calculates a shortfall of 57,640 teachers and argues that this is a significant challenge to the teacher training capacity, which is currently about 12,000 teachers per year. The report argues that it will take 5 years just to clear the backlog of teacher demand in the primary education sector (URT: 2004a, 32). Neither the Review nor the National Monitoring Report figures have factored in the number of teachers dying, from HIV/AIDS for instance, or retiring.

One problem with these official data is that they do not factor in the effect of double shifts on teacher requirements. It was envisaged in PEDP that 11% of the teachers will teach on double shifts in 2002, 18% in 2003 and 25% from 2004 to 2006 (URT: 2001, 6-7). In terms of actual numbers, this would have meant 12,332 teachers in 2002, 20,639 in 2003 and 29,943 in 2004 would be involved in double shift teaching.

However, it is questionable whether the scale of double-shifting has been as large as planned. In 2004, the number of teachers teaching double shift was 15,012 (12.5%), only about half the projected number. In other words, even taking into consideration double shift teaching, there is a large shortage of teachers in the system.

c. To ensure an equitable and gender-balanced distribution of trained teachers.
During the first year of the PEDP implementation, efforts were made to have a more equitable distribution of teachers and to reduce regional inequalities in TPR. Allocation of teachers to councils was based on teacher pupil ratios. All councils with teacher pupil ratio above 1:50 were allocated the right to recruit teachers (URT: 2002b, 8). However, Table 5 shows that large variations in TPR still exist. TPR ranges from a low of 1: 44 in Kilimanjaro to a high of 1: 87 in Shinyanga (URT: 2004a, 66).

Interestingly, TPRs appear to have a significant effect on the examination results. There was an inverse relationship between examination results and TPR – those regions with above average TPR had below average examination results, and those regions with below average TPR had above average examination results (URT: 2003, 18).

Deployment of teachers within regions and districts remains problematic. The problem is more acute in schools in remote areas where teachers are unwilling to be posted (URT: 2002a, 34; URT: 2003, 20; URT: 2004a, 37). Better-qualified teachers also tend to be found in urban areas. Table 5 shows that, whereas 79.9% of teachers in Dar es Salaam are either Grade A or Diploma holders, only 48.0% of teachers in Dodoma have similar qualifications. Another persistent imbalance is the concentration of female teachers in most urban schools, which suggests a strong aversion for teachers to accept placements in rural schools (URT: 2004b, 47). PEDP Review of 2003 realised that there were no easy solutions to the problem, which relates partly to the lack of adequate facilities, notably houses, especially in remote and inaccessible areas, and partly to the provision of suitable incentives (URT: 2003, 20).

Table 5: Teacher Deployment by Grade, Gender, and TPR.

Region	No. of schools	Enrolment	Teachers					TPR
			M	F	% F	% Grade A/diploma	No. of Teachers	
Arusha	418	261,068	1,607	2,921	64.5	63.4	4,528	58
D''Salaam	299	402,576	1,407	6,218	81.5	79.9	7,625	53
Dodoma	656	301,770	3,119	2,639	45.8	48.0	5,758	52
Iringa	793	357,189	3,718	3,181	46.1	64.5	6,899	52
Kagera	853	430,194	4,264	2,449	36.5	58.1	6,713	64
Kigoma	448	328,440	3,046	1,407	31.6	50.9	4,453	74
K'njaro	797	342,949	2,737	5,094	65.0	52.9	7,831	44
Lindi	398	138,403	1,982	853	30.1	49.9	2,835	49
Manyara	436	224,678	1,805	1,586	46.8	68.1	3,391	66
Mara	619	365,802	3,480	2,353	40.3	48.7	5,833	63
Mbeya	945	487,493	4,605	3,230	41.2	63.0	7,835	62
Morogoro	716	320,217	3,094	3,320	51.8	55.9	6,414	50
Mtwara	525	209,610	2,827	1,375	32.7	50.0	4,202	50
Mwanza	1,050	685,155	5,699	3,932	40.8	59.7	9,631	71
Pwani	466	184,687	1,784	1,928	51.9	63.5	3,712	50
Rukwa	470	242,313	2,516	1,243	33.1	50.7	3,759	64
Ruvuma	579	257,574	2,970	2,103	41.5	55.7	5,073	51
S'nyanga	1,018	593,678	4,126	2,684	39.4	64.4	6,810	87
Singida	407	242,586	2,355	1,608	40.6	52.1	3,963	61
Tabora	579	274,255	2,390	1,885	44.1	49.9	4,275	64
Tanga	810	384,041	3,158	3,529	52.8	53.8	6,687	57
TOTAL	**13,282**	**7,034,678**	**62,689**	**55,538**	**47.0**	**58.4**	**118,227**	**60**

Source: URT: 2004a, 66; URT: 2004c, 38.

It appears that, without proper incentives, the problem of the deployment of teachers to "difficult" districts and remote places is unlikely to be solved. In 2004, the Government allocated 12,273 Grade IIIA teachers to various regions. Of these, 10,872 (88.6%) reported to their work -stations. In Kigoma region, which has one of the highest TPRs in the country of 74, only 318 (30%) of the total allocation of 1060 reported for work (URT: 2004, 33).

d. To improve the use of the existing teachers
The PEDP also lays down other strategies to ensure better use of existing teachers. One of these is to increase teacher-to-pupil contact time through effective teacher management. PEDP also envisaged orientation and capacity building for head teachers and teachers to ensure that multi-grade and double-shift teaching happen effectively. It was also stipulated that the minimal school instruction week will be 20 hours of instruction time (URT: 2001, 6 –7). There is no evidence in the reports reviewed to demonstrate whether these activities have taken place.

1.3 Construction
As part of the PEDP, the Government was to initiate construction programmes to build sufficient classrooms and sanitary facilities for expanded enrolment. The construction programme was to be funded through the Investment (Development) Grant and was to be managed by school committees. Construction of new classrooms has been a major success of the PEDP, although the number of classrooms constructed in the first three years of the PEDP implementation has fallen short of the target as shown in Table 6.

Table 6: New Classroom Construction 2002 - 2004

Year	Target	Actual	%
2001/2002	13,868	8,817	63.6
2002/2003	13,396	10,771	80.4
2003/2004	14,203	10,334	72.8
Total	**41,467**	**29,922**	**72.2**

Source: URT: 2004b, 27.

Several problems have been noted with respect to classroom construction. PEDP Review Report of 2003 states that the basis on which the Investment Grant was made to schools was not clear (URT:2003, 4). In some areas, the quality of workmanship was poor (URT: 2003a, 41). Although, in most places, the prescribed building specifications were adhered to, in other areas, they were not, resulting in poor workmanship especially on foundation, linter, flooring, and walls. This was a result of inadequate supervision and monitoring at Council level. (URT: 2004a, 20 and 34). Despite large numbers of classrooms having been constructed, construction of classrooms has not matched requirements (URT: 2004b, 29). In 2004, there were 19,588 classrooms that were still under-construction (URT: 2004b, 27). PEDP Review 2004 (2004, 29) estimates the need for classrooms to be 126,484, taking into consideration the use of double shifts in standards 1 and 2. With an available classroom stock of 96,215, this leaves a shortage of 30,269 classrooms.

Apart from construction of classrooms, the Government was to provide funds for construction of teachers' houses. PEDP states that teachers' houses will be constructed to provide incentives, especially to female teachers, to work in remote rural areas (URT: 2001, 7). Reports show that the number of teachers' houses constructed has fallen well below the target. PEDP Review of 2004 states that only 20% of the planned construction was completed in 2003/2004 (URT: 2004b, 28). The rate at which teachers' houses are being constructed against the target is inadequate to meet the housing needs for both new and old teachers (URT: 2004a, 33-34). There is no evidence in the reports examined to show that the strategy of using housing to attract female teachers to work in rural and remote areas has been attempted, let alone succeeded.

The 2002 stocktaking report recommended that financial resources should be urgently mobilised to address the issue of construction of teachers' houses. However, despite repeated recommendations of the importance of increasing teachers' houses, there is little evidence that this is happening. There is a need to take this issue more seriously (URT: 2004b, 28). Priority should be given to building teachers' houses in rural areas in order to ameliorate the teachers' precarious living conditions in those localities (URT: 2004a, 42)

1.4 Out-of-school Children and Youth

To ensure that children left out of the school system access education, non-formal education approaches were to be expanded to address the backlog of unschooled young people (URT: 2001, 8). The plan was to establish 11,325 centres by 2006, catering for 906,000 students (URT: 2003, 9). Overall progress in the area of non-formal education has been very limited. In 2004, faced with more than 552,419 potential learners, restricted access to resources has meant focusing mainly on the 244,280 students aged 11 to 13 year old, and 'sacrificing' the 308,139 cohort 2 learners (14 to 18 year olds) (URT: 2004b, 50). MEMKWA does not have a high priority in district education plans with district officers because of insufficient funding (URT: 2004b, 50). Data at school level was unreliable, with both registration and attendance records being incomplete (URT: 2004b, 51).

Monitoring the output in NFE needs to become part of the National Strategy so that NFE interventions can be tracked regularly at district and national level. (URT: 2004b, 51)

Need also clearly exists for enhancing the quality and accuracy of data being collected on NFE implementation so as to enable a proper usage and application of the information amassed. (URT: 2004b, 51)

2. Quality Improvement

Improving quality of primary education was seen as a priority in PEDP (URT: 2001, 9). Quality was to be improved through a) improving teachers' teaching styles and methods in the classroom, b) ensuring the availability of good quality learning and teaching materials; and c) ensuring the necessary support for maintaining educational standards (URT: 2001, 9).

2.1 Human Resources

Teachers are seen as key agent for changing the quality of education and emphasis is therefore placed on building teachers' knowledge and competencies.

PEDP proposed to enable teachers to acquire and develop appropriate pedagogical skills that are academically sound, child-friendly, and gender-sensitive. There is no timeframe within which this objective was to be achieved. Both the PEDP Reviews of 2003 and 2004 examined classroom teaching and found the quality of teaching to be poor (URT: 2004b, 34). Very few changes have occurred in teaching styles or classroom management. Most classroom teaching observed was teacher centred rather than using the child focused approaches advocated in PEDP. The Reviews found that very few of the teachers observed used textbooks during the lesson. Pupils were passive recipients of transmitted information from teachers (URT: 2004b, 37).

PEDP Review of 2003 found that teachers, head teachers, ward education coordinators and district education officers lacked basic awareness of the holistic nature of the child-centred and active learning approaches (URT: 2003, 49). Punitive measures, such as corporal punishment, were still being taken against children for alleged misdemeanours (URT: 2003, 68).

Although in-service training has been organised for teachers, the 2003 Review found that there was no coherent and integrated programme of in-service training for teachers. Various in-service teacher training (INSET) events – meetings, seminars and workshops – had been staged by district authorities in collaboration with Teachers' Colleges or through Teachers' Resource Centres, but these were infrequent and had benefited few teachers (URT: 2003, 47). In 2004, 15,336 teachers attended workshops and seminars on various themes including administration and management in education, financial management, sports, multi-grade teaching, cross-cutting issues, difficult topics and certificates in special education. (URT: 2004a, 36). The Review in 2004 (URT: 2004b, 37) argues that changing the culture of teaching and learning is a long term goal, but that it is possible to find simple and practical ways to make teaching and learning an enjoyable and productive experience for children and teachers.

MOEC has developed a quality design for improving INSET. The 2004 Review team found that it had several shortcomings. The design acknowledges that enhancing mastery of subject content and improvement of pedagogical skills should form key outcomes of Continuous Professional Development for teachers, but conspicuously excludes proficiency in subject content when articulating competency areas to be developed (URT: 2004b, 43).

At the teachers' college level, the value of participatory methods has been well disseminated, but adoption of underlying skills and values has been partial. Low adoption of participatory teaching and learning methods amongst most college tutors implies that there is poor modelling for

teacher trainees. (URT: 2004b, 43). Training of tutors through seminars and workshops assumes that the knowledge, skills and values acquired during the seminar and workshops will automatically be adopted and implemented. There is need for an in-built system of monitoring and evaluation and support to encourage adoption.

Given the weaknesses of both the INSET and PRESET (Pre-Service Teacher Training) in influencing changes in teaching styles in classrooms, the PEDP Review recommended that MOEC commission an independent study to review the current position of teacher management and teacher deployment (Pre-service and In-service) in Tanzania. (URT: 2004b, 43).

Both the 2003 and 2004 reviews found that the school inspectorate lacks the financial and transport resources to monitor and support quality initiatives effectively. Ward Education Coordinators' (WECs) effectiveness has also been hampered by the lack of proper office space and equipment, transport and funds for follow-up activities. WECs and head teachers do not have the essential knowledge and skills to effectively fulfil their supervisory and pedagogical leadership roles (URT: 2003, 50).

2.2 Teaching and Learning Resources

The importance of having an adequate supply of teaching and learning materials is clearly outlined in PEDP. Resources were provided to ensure that schools acquired the required textbooks. The equivalent of US$4 (of the total $10 capitation grant, see below) per pupil was to be allocated to each school for the purchase of textbooks and other learning materials. The aim was to reduce the pupil- to- book ratio to 1:3 in 2002 and to 1: 1 by 2006.

In the first two years of PEDP, districts were required to purchase textbooks and supply them to schools. Considerable quantities of books were distributed to schools, though precise national data was not available. Although the ratio of 1: 3 was not achieved in 2002, the pupil-to-book ratio improved and parents were reported to be happy with the trend (URT: 2003, 43). However, the PETS study found the largest amount of 'leakage' of funds sent to Councils to be related to the purchase of books. It noted that "the recorded inflow of books at the school level is 28% of the central level disbursement for 2002 and 2003. Schools also report receiving fewer books from the councils in 2002 and 2003 than in 2001, and textbook availability has probably declined in the PEDP-period" (REPOA, et al: 2004, 55).

There were also variations in the pupil-to-book ratio between and within districts (URT: 2003, 43 and REPOA, et al: 2004, 41-2) and between different subjects (see Table 7). The National Monitoring Report stated that the pupil-to-book ratio varies across regions, councils and schools, and from one subject to another (URT: 2004a, 21; URT: 2004b, 34).

Table 7: Pupils-per-textbook Ratios by Subject and Standard

Standard	Maths	Social Studies	Science	Stadi za Kazi	English	Kiswahili
I	4	0	4	9	4	4
II	4	0	5	16	6	4
III	6	7	8	15	6	8
IV	5	9	7	9	5	7
V	4	6	5	6	4	4
VI	4	6	5	8	4	4
VII	4	8	5	13	4	4
Total	**5**	**7**	**6**	**11**	**5**	**5**

Source: URT: 2004a, 53

In 2004, schools were allocated funds to make purchases of books. The system appeared to be working well (URT: 2004b, 33). However, schools were provided with textbooks, or were asked to purchase them, without considering the storage capacity within schools. Many schools lacked proper storage facilities. In some schools, books were kept in boxes in head teachers' offices. There were no standard ways of using the textbooks. In some schools, pupils were allocated textbooks, which they took home. In some schools, pupils were given access to books only during class time. Others remain locked up for fear of loss. Apart from textbooks, most schools had no other reading material for pupils (URT: 2004b, 34). This is despite the fact that the PEDP capitation grant was meant explicitly for textbooks and other learning materials.

However, some schools were also provided with science kits. More than half of the schools had science kits, but 5,729 schools were yet to get a science kit. (URT: 2003, 35).

In order to improve the learning environment, schools were provided with funds to purchase desks. Nevertheless, the desk situation remains critical. Of the total requirement of 1,897,253 desks, only 549,083 desks were available. (URT: 2004b, 28). Of the total requirement of 253,617 latrines, only 100,770 were available. The situation of water was even more critical. Many schools had no water facilities, either for drinking or for other uses.

In order for schools to meet other expenditures, schools were to be allocated a capitation grant of US$10 per year (of which $4 was for books and learning materials as outlined above). All schools were required to open bank accounts where the money was to be deposited. All the schools had opened bank accounts as required. Schools were receiving the capitation grant, but the disbursement was irregular (URT: 2003, 42).

The best systematic review of the disbursement of the capitation grant is provided by the PETS study. The findings are mixed. The study found that the disbursement of the capitation grant from the central to the district "has been in line with the initial plans", but that "the recorded inflow of overall capitation grant at the school level is in the range of 54%-64% of the central level disbursement for 2002 and 2003 (REPOA, et al: 2004, 54). Of the Tshs 8,700 sent on average each year by the Centre, only Tshs 4,700 was received by the school. In other words, about 40% of the resources did not reach the school level on time. The PETS study further noted large variations among sample schools between districts, varying from Tshs 1,600 in Mpanda to Tshs 8,700 in Kinondoni as well as large variations within districts such as Same and Sumbawanga, where some schools received almost three times as much per pupil as others (REPOA, et al: 2004, 37-38). For further information see also section 3.3 below.

3. Capacity Building

To ensure proper implementation of PEDP, institutional capacity and competence was to be strengthened at all levels of the system i.e. Central Government, Local Government Authorities (LGAs) and school level. The main ways in which this was to be done are described below:

3.1 Pre-service Teacher training

In order to train adequate numbers of teachers to meet the demand, as a result of increased student enrolment, enrolment in teachers' colleges was to be increased. To ensure that teachers get appropriate pedagogical skills and knowledge, the qualifications, knowledge and skills of teacher training college tutors were to be upgraded (URT: 2001, 11-12).

At the national level, designs for continuous professional development and the re-training of pre-service college tutors was developed by the Quality Improvement Technical Working group and approved by the Basic Education Development Committee (BEDC) (URT: 2003, 47). Nevertheless, PEDP Review of 2004 found that 65% of tutors in Government teacher training colleges were under qualified.

There is need for enforcement of tutor recruitment and training policy. Enforcement of recruitment policy will prevent further injection of individuals with inappropriate qualifications into teachers' colleges while the training policy will identify and direct capacity building resources to priority areas. (URT: 2004b, 39-40).

In order to recruit as many teachers as possible, the Government decided to reduce student training at the Colleges from two years to one. In the second year, student teachers are posted to schools and are meant to receive 'on the job' training (URT: 2003, 20). At the design level, trainee teachers are meant to receive professional support from the College, the DEO's Office, Inspectorate, Ward Education Coordinators and Head teachers. In practice, student teachers receive little support while in the field. Visits by college tutors are constrained by lack of funds from MOEC and lack of, or inadequate, transport. Funds are disbursed late and have to be accounted for within a short period of time. As a result, hurried visits are organised with the result that financial accountability, rather than the professional development of teachers, becomes the priority (URT: 2004b, 41)

Both the 2003 and 2004 Review Reports state that experienced teachers do not mentor the student teachers adequately (URT: 2003; URT: 2004b, 41).

There is need to find out why the older teachers are not mentoring the trainees and devise mechanisms of encouraging compliance, including the creation of an incentive structure for mentors (URT: 2004b, 41).

One of the objectives of PEDP was to have publicity campaigns to attract a higher quality of potential teacher trainee by emphasising good career prospects and terms of service. Efforts were to be made to reduce or eliminate financial obstacles facing new recruits (URT: 2001, 12).

Evidence suggests that the strategy to attract high quality potential teachers has not worked in practice. PEDP Review of 2004 found that most of the grade A teacher trainees had relatively weak academic background in subject content, except languages. Analysis of "O" level examination results showed that, apart from Kiswahili and English, about 60% of trainees had obtained a grade of D or lower in subjects they were training to teach (URT: 2004, 40).

There is need to re-think the assumptions underpinning the pre-service teacher training model in place, which assumes that teacher trainees are sufficiently competent or subject content compliant and that training should focus on pedagogy (URT: 2004b, 40)

In order to improve the pre-service teacher training, the content and delivery of the pre-service teacher training was to be re-organised so as to optimise the use of human, financial and material resources in the teacher training system. The training curriculum was to be revised in order to emphasise enhanced knowledge of, and competence in, primary level classroom teaching and management (URT: 2001, 12).

The Tanzania Institute of Education (TIE) has developed a revised curriculum to be implemented in 2005. While the revised curriculum incorporates participatory methods and crosscutting issues as was anticipated in the quality improvement designs it has clear shortfalls

The PEDP Review of 2004 made the following observations on the new curriculum (URT: 2004b, 40-41):

- It does not incorporate school development planning as well as double shift and multi-grade teaching, which are at the core of the PEDP reform agenda.

- More importantly, the curriculum is inclined to produce a novice teacher, one who complies with a single model of teaching, is rule bound, and largely dependent, where as PEDP largely visualises production of a reflexive teacher, one who is able to explain, justify, analyse and discuss what they do and why.

- The revised curriculum has been designed for a 2-year college based training programme, while the actual implementation at the college level is compressed into one year. The compression of delivery time is likely to affect the quality of teachers produced.

3.2 Governance and Management

To improve management capacity at various levels, training was to be provided to head teachers, school committees, ward education coordinators, inspectors, and to LGAs, regional and national staff (URT: 2004b, 12).

Several activities were planned to strengthen management and governance. These were:

a) To extend to all schools the concept of, and skills for, Whole School Development Planning (URT: 2001, 5).

PEDP Review of 2004 found that the idea of having a whole school plan that can be consolidated at the council level has not been developed. Delays in implementing the whole school development concept has created a vacuum, thereby leaving stakeholders to perceive PEDP to be like any other project (URT: 2004b, 5).

b) To ensure that school committees are gender-balanced, democratically constituted, and inclusive of all key stakeholders (URT: 2001, 13).

PEDP Review of 2004 noted a continued absence of gender parity in most school committees. It appears that achieving gender equity and meeting the minimum representation quotas recommended by PEDP are proving difficult to achieve. Nearly all school committees were male led (URT: 2004b, 47). Directives from MOEC further stipulated that the chairperson must be a form four leaver. National Monitoring Report of 2002 (URT: 2002b, 22) found that in most cases this was not possible, especially in rural areas. Even where a person with the qualification was available, the communities rejected such individuals because of their young age.

c) The issues of HIV/AIDS, gender and governance will be mainstreamed into all management training (URT: 2001, 13).

PEDP Review of 2004 found that most districts have appointed HIV/AIDS coordinators and, in each school, at least one teacher is responsible for health education, which includes dealing with HIV/AIDS. However, the Review found that most coordinators have meagre knowledge of the actual number of people affected in their schools (URT: 2004b, 49).

The 2004 PEDP Review (URT: 2004b, 47) found that a gulf exists between the rhetoric on what is required to be done and the reality as regards to what is actually being done to address gender relations. Gender issues receive more 'acknowledgement' than real action. The progress in achieving transformative gender equity in reality is not satisfactory.

d) School committees will be provided with training regarding their new roles and responsibilities (URT: 2001,13)

The PEDP-reform aims at empowering the local communities and the schools by delegating responsibility from the central and council level to the school level. An important part of this process is the local school committees, which are intended to have the formal responsibility of monitoring school affairs. Funds for carrying out the training for school committees were disbursed to Councils as early as June 2002. The actual training was carried out in 2004. All school committees were trained in participatory planning, financial management, procurement procedures, good governance, HIV/AIDS, gender and environment (URT: 2004a, 25). However, there is not much clear evidence on the quality of training or its outcomes in transforming the functioning of school committees.

3.3 Financial Management

In order to manage finances at various levels, and to deal with new financing mechanisms under PEDP, there was a need to develop financial capacities at various levels.

Funding modalities and the disbursement of funds have taken place as designed in the PEDP institutional arrangements. The Government and the development partners have been contributing to the PEDP funding after agreeing on an annual budget (URT: 2004, 12). Some donors contribute directly to the Government budget (e.g. DFID). The World Bank loan earmarks funds for education, but these are sent through the Government system once 'agreed actions' are met. A large number of other donors are part of the 'pooled fund'. Release of these funds is triggered by a decision of the BEDC, including approval of a costed Action Plan. There have been several problems in smooth transfer and use of funds (URT: 2004a, 37).

At the school level, funds intended for the schools were reaching the targets and achieving the objectives of improving the quality of education through provision of more classrooms, desks, latrines, textbooks, and other teaching and learning material (URT: 2004a, 27; URT: 2004, 12). Most of the councils and schools publicise information on PEDP funds allocated and disbursed to schools. In schools, each head teacher had information about money received and spent displayed on the (internal) office wall. However, few schools have information posted on external notice boards where everybody has access (URT: 2004b, 12 – 13).

The Capitation, Investment (Development) and Capacity Building Grants were among the principle financing mechanisms of PEDP. The key findings of the PETS, which examined the flow of these three grants in 2002 and 2003, are reproduced fully below (REPOA, et al: 2004:54-56):

(a) The disbursement of the capitation grant from the central level to the districts has been in line with the initial plans for this program. On average, 7,400 Tsh was disbursed to the districts per student in 2002 and 9,700 Tsh in 2003. For both years combined, this was 8,700 Tsh per student per year.

(b) The disbursement of the development grant from the central level has been of the same magnitude as the disbursement of the capitation grant in the two years combined. On average, 12,100 Tsh has been disbursed to the districts per student in 2002 and 6,300 Tsh in 2003.

(c) The disbursement of the capacity building grant from the central level to the districts has been less than planned. On average, 265,000 Tsh has been disbursed per school per year, which is about 50% of the planned amount (500 USD per school per year).

(d) The transfer of the development grant seems to have performed much better than the transfer of capitation grant. The estimated inflow of development grant at the school level is 85% of the central level disbursement for 2002 and 2003.

(e) The recorded inflow of the overall capitation grant at the school level is in the range of 54%-64% of the central level disbursement for 2002 and 2003. This includes both the monetary part that was sent to the schools and the monetary value of the books that were purchased at district level (procurement of textbooks was managed by the Districts during the first 2 years of the implementation of PEDP awaiting the decentralization of textbooks procurement at school level).

(f) The recorded inflow of the cash part of the capitation grant at the school level is 76-86% of the central level disbursement for 2002 and 2003.

(g) The book part of the capitation grant is the main cause of the leakage in the transfer of capitation grant. The recorded inflow of books at the school level is 28% of the central level disbursement for 2002 and 2003. Schools also report receiving fewer books from the councils in 2002 and 2003 than in 2001, and textbook availability has probably declined in the PEDP-period.

(h) There are huge variations in the inflow of the capitation grant at the school level. In the sample, it varies from 1,600 Tsh to 8,700 Tsh per student per year. Information collected at school level and the impression of the fieldworkers on the accounting abilities at the schools visited, leads to the conclusion that the variation of the capitation grant inflow is not necessarily due to misreporting at school level. Record keeping at school level proved to be well organized and straightforward.

(i) The overall reported activity in the use of the capacity building grant has improved from 2002 to 2003. About 90% of the schools reported receiving training for school committee members in 2003. However, as mentioned under (c), only 50% of the intended amount was allocated to each school.

(j) There is a complex system of disbursement from the central level to the councils, involving three ministries (MOEC, MOF (Ministry of Finance) and PO-RALG) and the regions. This, however, goes against the rules and regulations outlined in the PEDP Financial Management and Accounting Manual (URT, 2001d) which states that Government and donor resources should be pooled in a 'ring-fenced' pooled Education Programme Fund (EPF) as part of the Treasury's Consolidated Account in the Bank of Tanzania, under responsibility of the Basic Education Development Committee (BEDC). Only the Accountant General is to instruct the Bank of Tanzania to disburse funds to the bank accounts of schools, Councils and ministries as approved by the BEDC and it is the responsibility of PO-RALG 'to prepare requests for the Accountant General to issue Exchequer Issue Notifications and transfer of funds to Councils'. This means that there should be no active involvement of either MOF or MOEC in the transfer of PEDP funds to the schools through the Councils.

(k) There have been improvements in the recording of central level transfers at the district level. The number of transfers from MOEC and PO-RALG identified correctly was substantially higher in 2003 when compared with the transfers identified correctly for the year 2002.

PETS recommends that the current system of transfers within PEDP can be effectively realized by following the rules and regulations outlined in the: 'Education Sector Development Program – Financial Management and Accounting Manual' (URT 2001d). Specifically, the PETS recommends that:

(a) Instead of three ministries dealing with PEDP disbursements, one central unit should have the full responsibility for preparing disbursement lists to the Accountant General and instruction on the use of funds to the end-users. The above-mentioned manual indicates that this should be the responsibility of PO-RALG.

(b) Given the difficulties identified at the district level, in terms of leakage as well as lack of uniformity in the disbursements of the capitation grant, the capitation grant should be transferred directly from the Accountant General to the respective school accounts. Since all schools have a bank account, direct transfers from GOT to the schools are possible.

(c) In order to facilitate planning at the school level, we recommend that a fixed amount of capitation grant be transferred to the schools twice a year, preferably in January and July.

3.4 Educational Management Information System (EMIS)

Computer based EMIS was to be set up to provide accurate and timely information for education managers and planners. Such a system will also assist in monitoring and evaluating the PEDP (URT: 2001, 14).

Not much seems to have happened as far the developing of EMIS is concerned. Both the 2003 and 2004 PEDP Review teams were faced with difficulties in obtaining data. There were inconsistencies and inaccuracy in data keeping at all levels (URT: 2002b, 30). Furthermore, there was little evidence that the IEC Strategy was adequately implemented in letter or spirit.

There is urgent need to develop EMIS as a proper system of capturing information, and of enabling it to be shared and discussed at all levels.

4. PEDP Institutional Arrangements

The institutional arrangements stipulated in the PEDP have been articulated to underpin the Local Government Reform Programme (LGRP).   LGRP is the mechanism for decentralisation and devolution of power to local levels to ensure service delivery. PEDP aimed at supporting the development of capacity of personnel and structures at the local level to enable them to participate in the comprehensive planning and delivery of high quality primary education services (URT: 2001, 4).

There have been significant achievements in putting in place institutional arrangements to ensure successful implementation of PEDP. Council and school level institutions have, to a large extent, performed as planned. There is evidence that suggests improved efficiency and effectiveness, and also that capacity building activities have been effective. There remains a need for improved monitoring and record keeping. The vision of these institutions needs to be deepened and strengthened. Coordination between councils and schools has been good, and, in spite of the

change of role, PEDP has successfully ensured that schools have books, new buildings and functioning bank accounts. The management of money at school level is impressive (URT: 2004b, 11). Within this overall satisfactory situation, some shortcomings were noted. These were:

- At national level, the management of PEDP has not been mainstreamed and exhibits the features of a project. The absence of a prominent role by the line authorities, mostly the heads of departments, especially at MOEC, reinforces idea of a project (URT: 2004b, 5).

- Operationally, execution and coordination of PEDP is located in the office of the Permanent Secretary. However, PEDP has increasingly become a project managed from and by the PEDP coordinator. PEDP activities have neither been mainstreamed nor effectively absorbed (URT: 2004, 11).

- The roles and functions of MOEC and PORALG are clearly defined under the decentralisation framework. Overall, the two ministries generally honour the division of responsibility. There were some problems noted. The issue of DEOs being answerable to the Chief Education Officer and not to the District Executive Director continues.

- Working relations between the two ministries in respect to coordinating PEDP activities are not as good as they might be. PORALG is sensitive to the fact that MOEC continues to wish to be seen to be responsible for disbursing funds to schools. PORALG also feels that there is insufficient communication between MOEC and PORALG (URT: 2004b).

- Circulars from MOEC and PORALG at times contradict each other or PEDP.

There is urgent need to harmonise the Education Act and the Local Government Act. This has not been done and evidence from the field suggests that the failure to expedite matters continues to hamper the effective implementation of PEDP (URT: 2004b).

5. Conclusions

There is no doubt that the implementation of PEDP between 2002 and 2004 has brought positive changes in the primary schools. More children are enrolled in school than ever before. The school environment has improved, in the sense that new classrooms have built in nearly all schools. More teachers have been recruited to cope with increases in enrolment. Schools have begun to receive more textbooks. Communities, through school committees, are participating in making decisions regarding their schools. Schools have significantly more finances than before. These are all clear achievements of PEDP.

Yet, much more needs to be done. Increased enrolment has led to increases in the number of pupils each teacher has to deal with (TPR), resulting in overcrowded classrooms. Despite successes, the need for more classrooms, more teachers, and more textbooks is still great. The PEDP Reviews categorically find much more work needs to be done in improving the quality of education.

Most distressingly, many issues raised and recommendations made in the reviews appear to be neglected. For example, the PEDP Review of 2004 contains an annex which shows that the reviewers found little evidence of action taken on a large number of recommendations of the 2003 Review (URT: 2004: Appendix 2). Similarly, at the time of writing this paper there appeared to be little evidence that the PETS findings and recommendations have been adequately taken into account, even though the draft findings were first presented in May 2004, almost one year ago.

The remaining two years of PEDP implementation provide an opportunity to rectify past errors and act decisively on issues raised in the six PEDP reviews discussed in this paper. If PEDP is to fully achieve its goals, the following seven actions should be prioritised:

1. Enrolment in standard one has been falling since 2002. In particular, various reports show that the number of children with disabilities enrolling in schools is low. This results from the lack of resources and capacities at the school level and the reluctance of parents to send children with disabilities to school. **Clear targets and mechanisms are needed to ensure that all children – particularly those with disabilities – enrol, attend and enjoy quality education. Particular care needs to be taken to compile and monitor attendance data, rather than enrolment alone for all children.**

2. The total number of teachers and the deployment of teachers between and within districts remain matters of concern. Overall, TPR is too high, and variations between and within regions are even more worrying. Better-qualified teachers tend to be found in urban and peri-urban areas. The proportion of female teachers in rural areas is low. The teaching profession also does not attract adequately qualified students. **The entire area of teacher training, deployment, support and supervision needs to be systematically reviewed, within a clearer understanding of the meaning of quality education. This should be done with the active involvement of the Tanzania Teachers' Union and incorporate international good practice. In order to attract teachers to rural/remote areas, clear and transparent incentives and housing privileges need to be established and implemented.**

3. PEDP has not resulted in any major changes in the teaching/learning process within the classroom. Teachers have not been able to "acquire and develop appropriate pedagogical skills that are academically sound, child-friendly, and gender-sensitive" as called for in PEDP (URT: 2001, 9). Learning for children is still uninspiring and teacher centred. Pupils remain passive recipients of knowledge. Schools are often unsafe and unfriendly, particularly for girls. **The teaching and learning process needs to transformed to become participatory, interactive, gender-sensitive, child-focused in safe and supportive school environments, and teachers need to be explicitly supported, motivated and held accountable to lead this change.**

4. PEDP has seen significant success in ensuring funds reach school levels, but more needs to be done to ensure full amounts reach schools on time and are used as intended. **The full $10 annual capitation grant should be disbursed to the school level in two instalments, (in January and July of each year) in accordance with predictable and transparent criteria, and information should be made available to all, including parents, teachers and pupils.**

5. Access to information is essential if citizens are to actively contribute to development and hold government to account. However, not all stakeholders are adequately informed and communication flows have been far from ideal in the first three years of PEDP implementation. **The PEDP IEC strategy should be revitalized. Information about policies, entitlements, obligations and funds should be made available to all and required to be displayed on notice boards in all schools in simple and easy-to-follow manner. Information generated at school level should also be analysed, discussed and displayed at community level.**

6. While extensive consultative machinery has been established to monitor, discuss and guide PEDP implementation, in practice its functioning has often been weak. In particular, numerous reviews of PEDP have not led to timely, strategic policy and operational actions. **The consultation, review and policy dialogue machinery should be simplified, focused on outcomes and made more strategic, and involve meaningful and equal participation of domestic constituencies including civil society organizations and the Tanzania Teachers' Union (TTU). Particular care should be given to establishing 'clear rules of the game' and the quality of the consultation dialogue. Strategic linkage should be made with the Performance Assessment Framework (PAF).**

7. The Reviews consistently observe confusion in the institutional management of PEDP, in particular between MOEC and PORALG. PEDP is also observed to be run as a 'project', rather than a sector wide plan for primary education integrated within mainstream Government units and budget processes. **Clear roles of MOEC, PORALG, LGAs, MOF and PMO should be re-stipulated and implemented. The Government budget should fully reflect and be consistent with PEDP budget, including the respective roles of each MDA. Any updates of educations and policies should be consistent with these understandings.**

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Three Years of the PEDP Implementation.
What are the reviews and monitoring reports telling us?
HakiElimu, April 2005

Key Targets	Achievements	Gaps/Challenges	Conclusions/Recommendations
3.1.Enrolment Expansion			
3.1.1. Enrolment and Access			
2002 1,500,000 2003 1,600,000 2004 1,640,000 (1,p.5)	2002 1,659,847 2003 1,481,354 2004 1,362,232 (5, p.13)	Enrolments of children in standard I have fallen short of targets in 2003 and 2004 (5,p.13; 6,p.24)	Standard 1 enrolment has fallen short of targets, there is need for efforts at the Council and School levels to ensure all school going age children enrol and attend school.
Strategy Starting 2002 admit **all** 7 year olds	7 year old as proportion of standard I enrolment 2003 63.6 2004 68.5 (5,p.12)	The PEDP strategy has not been successful and targets have not been achieved. Large numbers of 7 year old children still do not enrol. In 2004, 11.5% of 7 year old children were not enrolled in schools. (6,p.25)	Enrolments of all 7 year old children should be pursued vigorously given that more room is being created through the fast phasing out of ages 8-13 enrolments (5, p42)
The government will abolish school fees and all other mandatory parental contributions from January 2002 so that no child may be denied schooling. (p5)	In 2001, His Excellency, President Benjamin Mkapa, announced the removal of charges for Primary Education. The impact was dramatic and hundreds of thousands of children flocked into school. (4, p10)		The school fees and other mandatory parental contributions have been successfully removed.
The government will establish scholarships from the national education fund to pay for the education of disadvantaged children, including aids orphans. (p5)	No evidence of this in the reports		Investigation needs to be done to assess whether there has been progress made towards creating and operating the National Education Fund
The standard teacher-to-pupil ratio is 1:45. (p5)		The ratio has increased every year since PEDP began: <table><tr><td>Year</td><td>Pupil:teacher ratio</td></tr><tr><td>1999</td><td>40:1</td></tr><tr><td>2000</td><td>41:1</td></tr><tr><td>2001</td><td>46:1</td></tr><tr><td>2002</td><td>53:1</td></tr><tr><td>2003</td><td>57:1</td></tr><tr><td>2004</td><td>58:1</td></tr></table>	Efforts need to be made to reduce the number of students per teacher, especially within those schools and areas that have the highest ratios.

Key Targets	Achievements	Gaps/Challenges	Conclusions/Recommendations
		Regionally, teacher/pupil ratio ranges from 1:42 (Kilimanjaro) to 1:78 (Shinyanga). Variations in teacher/ pupil ratio are more extreme and dispersed at council level. (5, p. 17)	
Ensure that **all** girls and boys from disadvantaged groups, including AIDS orphans are enrolled.	Children with disabilities and orphans are enrolled. (5, p.15) 14,114 children with various disabilities were enrolled in primary schools in 2004 (5, p.15) Units to educate children with impairment attached to normal schools increased from 161 to 176, each having an average of 10 children. (6, p.52) The one year Grade IIIA teacher training course include some reference to special needs education. (6, p.52-53)	No data at the district and national levels on number of orphans and children with disabilities exist. (6, p. 53) Enrolment of children in pastoralists' areas such as Singida and Arusha is problematic (4, p. 68). Some schools do not enrol children with speech and hearing impairment as schools do not have resources and capacity to educate these children. This means that provision is largely a *'hit or miss'* activity (6, p.52) Teachers and school committee members have very limited appreciation of the needs of impaired children (6, p.52).	The planning process should consider learning needs and respective physical facilities for pupils with disabilities who are schooling in regular schools. To effect this plans should be worked to ensure that disabled children are enrolled by grade and sex. In this regard, adequate funds should be allocated for procurement of facilities for the pupils with disabilities (5, p42) Serious action is required to ensure that all school facilities are special needs friendly (6, p58) DEOs should create detailed information and plans for children with special needs in their districts including regular planned interventions for addressing equipment and material needs of children with special needs (6, p70)

3.1.2. Teacher Recruitment and Deployment
New recruitment Targets:
2002   9,047
2003   11,651
2004   10,563
2005   7,286
2006   7,249
 	
To ensure an equitable and gender-balanced distribution of trained teachers. (p6)
 	
Redeployment incentives, decentralised appointments and new recruitment will be put in place. (p6)
	2002 7030
	2003 10,872
	2004 14,423
		The increase in recruitment of new teachers has failed to match increase in enrolment.
		
		Nationally, TPR has increased from 1:46 to 1:59
		      2001 1:46
		      2002 1:53
		      2003 1:57
		      2004 1:59
		Between regions the TPR range from 1:42 in Kilimanjaro to 1:78 in Shinyanga (3, p.17)
		
		With double shifts, to attain a TPR of 1: 45 requires additional 7,800 teachers by 2005 (6, p. 29)
		
		To obtain a real TPR of 1:45 i.e. without double shifts, an additional 37,628 teachers will need to be recruited (6, p.29)
			To compensate for fewer teachers having been recruited, MOEC recruited more teachers than planned in 2004.
			
			Posting of newly recruited teachers aims at reducing gender imbalances between urban and rural areas.
			'In view of the difficult working environment in which many teachers find themselves, and given the devastating impact of the HIV/AIDS pandemic, PEDP has achieved much in recruiting new teachers' (6, p30).
			
			The 2002 Stocktaking Report recommended that 'Disadvantaged councils should be assisted to recruit and employ the requisite number of teachers by providing appropriate incentives to teachers in such areas' (2, p36). However, there is

Key Targets	Achievements	Gaps/Challenges	Conclusions/Recommendations
		Unless urgent measures are taken to address the issue of teacher recruitment, teacher shortages are likely to seriously affect quality of learning in schools (6, p.29) Deployment of teachers between and within districts is problematic. The issue needs to be addressed (6, p. 37) The effect of HIV/AIDS on the teaching force has not been factored in the teacher recruitment figures. Imbalance of female teachers between rural and urban areas(6, p. 47) Male teachers dominate senior positions such as head teachers or deputies at school level. (6, p. 47)	no evidence from the reports that these councils have been assisted or that incentives have been provided. The 2002 Monitoring Report recommended that Headcount of unemployed Grade IIIA teachers should be done and they should be posted to regions with shortage of teachers with an incentive package such as decent houses and reliable water supply to schools (3, p37) Refresher courses for the newly recruited teachers should be considered in order to re-equip them with knowledge and teaching skills after staying for a long time without practicing their teaching profession since they graduated (3, p38) Need to develop a coherent strategy on the equitable deployment of teachers. This should include a 'remote place' incentive package (4, p71) MOEC and PORALG to commission a comprehensive study of teacher supply and demand (6, p54) Encourage DEOs to promote the appointment of Head Teachers and their deputies in a manner which ensures that each of the two gender groups are represented. Affirmative action needs to become part of the policy governing the appointment of headteachers (6, p69)
To increase teacher-to-pupil contact time through effective teacher management. (p6)	No evidence of this in the reports		Efforts need to be made to explore the quality and amount of contact time that teachers are spending with there students, both individually and in groups
Introduce double shift: Percentages of teachers teaching double shift were expected to be: 2002 11%	In 2004, 2877 ((21.3%) schools were implementing double shift. (5, p17) 15,012 (12.5%) teachers involved in double	Double shift teaching unpopular with teachers, pupils and communities (4, p18) The RT felt that quality of education was being	Prepare an incentive package for double shift teachers and those in remote rural areas with unconducive environment (3, p39)

Key Targets	Achievements	Gaps/Challenges	Conclusions/Recommendations
2003 18% 2004 25% 2005 25% 2006 25% 67% of the classrooms will be used on a double shift basis from 2002 through 2006.	shift teaching (5, p17) 10,288 (10.7%) classrooms used for double shift teaching (5, p17) Most of the double shift teaching occurs in standards 1 to 6. Few standard 7 classes involved (5, p. 17)	sacrificed by the reduced contact time for pupils (4, p38)	In areas where double shift teaching is being practiced teachers involved in the system should be given incentive package as per PEDP intentions (5, p43)
Introduction of multi-shift in some schools	No evidence of multi-grade teaching		
Orientation of teachers and head teachers to ensure that multi-grade and double-shift teaching happens effectively	No evidence that this has taken place		
Minimal school instruction week will be 20 hours of instruction time.	No data in any of the reports to show the effect of double-shift-teaching on contact hours		
3.1.3. Construction: Targets for **new** classroom construction 2002 13,868 2003 13,396 2004 14,203 2005 6,794 2006 5,832	Actual construction 2002 8,817 2003 10,771 2004 10,334 19,558 incomplete classrooms awaiting completion. (6, p27)	Overall, the response to putting up classrooms has been very positive (6, p29) However, construction of classroom has not matched requirements and many schools are without adequate numbers of desks, pit latrines, water tanks and teachers' houses (6, p29) In some areas, building specifications have not been adhered to. This is a result of inadequate supervision, inadequate monitoring at council level and lack of simple, user-friendly construction manuals (5, p34)	In order to stretch further funds allocated to districts, districts require communities to contribute towards construction of classrooms. Adequate classroom space and sitting facilities should be provided to enhance attendance and support by parents (2, p35) Classroom construction should go hand in hand with the supply of furniture (3, p438 There is need to accelerate the pace of classroom construction by adopting pragmatic approaches. (2, p35) Construction of story buildings should be considered in areas with inadequate land especially in urban areas (3, p37) The specification of flat rate to classroom construction should be reconsidered because some schools are far from where the materials are purchased (3, p38)

Key Targets	Achievements	Gaps/Challenges	Conclusions/Recommendations
			Funding for Construction for classrooms, teachers' houses, toilet pits, and water reserve tanks continue in order to reduce the shortage of school buildings and promote and encourage community initiatives (5, p42) For equity purposes, especially in high demand areas and in pastoralist and nomadic areas, where community participation is very low, mechanisms for providing additional support should be developed. (6, p58) More resources should be directed towards classroom construction so as to meet the demand created by the increased enrolment (6, p58)
Provide teacher housing for 30% of new recruits per year Allocation of funds for teacher housing will give priority to rural and remote areas (p8)	The targets for teachers' houses were: 2003 3495 2004 5611 The number of teachers' houses actually built: 2003 1217 2004 1137 (5, p19; 6, p28)	Lack of housing for teachers is likely to affect the redeployment of teachers to rural areas (4, p40). The rate at which teachers' houses are being constructed against the target is inadequate to meet the housing needs for both new and old teachers (5, p33)	The 2002 Stocktaking Report recommended that 'Financial resources should be urgently mobilised to address the issue of construction of teachers' houses' (2, p36). However, despite repeated recommendations, there is little evidence that this has happened. To quote the 220 Review 'it makes good sense to prioritise the construction of teacher houses' (6, p28). Priority should be given to building teachers houses especially in rural areas in order to ameliorate the teachers' precarious living conditions in those localities (5, p42)Means need to be identified in order to get rid of the backlog and to meet the year on year target of 5611 units (6, p58)

Key Targets	Achievements	Gaps/Challenges	Conclusions/Recommendations
3.1.4. Out-of-school Children and youth 11,325 centres by 2006 catering for 906,000 students	Focus was on the 11 to 13 year (552,419) old learners at the expense of 308,139 cohort 2 learners (6, p50)	In schools where MEMKWA is operating, the classes are small, attendance is irregular and the quality of activities and interventions is poor. (6, p51) Children in MEMKWA classes feel disadvantaged compared to those in normal primary schools (4, p4) MEMKWA is not accorded high priority in district education plans (6, p50) Need also clearly exists for enhancing the quality and accuracy of data being collected on NFE implementation so as to enable proper usage and application of the information amassed (6, p51)	Efforts to start COBET programme should be hastened by the provision of requisite syllabi's, guides and other teaching-learning materials soonest (3, p37) Accelerate the implementation of the NFE strategy and increase the level of funding (4, p71) Enrolment of out of school children and youth in COBET should urgently be operationalized (5, p42) Monitoring the output in NFE needs to become part of the national strategy so that NEF interventions can be tracked regularly at district and national level. (6, p51)
3.2. Quality Improvement (I) **3.2.1. Human Resources** Teachers to acquire and develop appropriate pedagogical skills that are academically sound, child-friendly, and gender-sensitive Enable teachers to acquire higher qualifications Enable the education support staff, i.e. inspectors, WECs, tutors and head teachers, to provide necessary support to the teachers. More school-based teacher resource centres will be established. US $40 per teacher will be made available for ten days of in-service training per teacher per year.	In 2004 9,961 teachers participated in long course training, of these 6,119 attended up-grading courses from Grade IIIB/C to Grade III A. However, by the time of the 2004 Review, the number of teacher upgrading had greatly increased: 'Upgrading of C/B primary school teachers to grade A is on course with the project training targets. Some 25,000 (50%) were enrolled at the time of the review' (6, p43) Workshops and seminars on HIV/AIDS, teaching subjects, school committee and new curriculum were conducted and 26,388 teachers participated (5, p25) A total of 15,336 teachers attended workshops and seminars on various themes including Administration and Management, Sports, Multi-grade Teaching, Cross Cutting Issues, difficult topics and certificate in special education (5, p36)	Overall quality of teaching was poor. Teaching remains teacher centred (6, p34) Student teachers used child centred approaches (6, p34) Perhaps the most surprising aspect of classroom observation was that very few of the teachers observed used textbooks during the lesson. Although teachers said they had textbooks for the subject, they did not use them in class. It is likely that, having taught for so long without textbooks, teachers are now finding it difficult to teach using them. (6, p34) There is no clear Continuous Professional Development system for primary school teachers and training lacks coherence (6, p44) TRCs established through the efforts of	A well-organised national In-service teacher training programme should be developed in compliance with the current changes in policy and curriculum (3, p38) Prepare a comprehensive, coherent and realistic continuing professional development strategy and plan. These plans should mainstream the teacher in this process and emphasise and reward improvement in pedagogy (4, p71) MOEC should commission an independent study design to review the current position of Teacher Management and Teacher Development (Pre-service and In-service) in Tanzania, which will provide MOEC with the guidelines, options and projected model for career teacher development and management. (6, p44) Changing the culture of teaching and learning is a long term goal, but the RT believe it is possible to

Key Targets	Achievements	Gaps/Challenges	Conclusions/Recommendations
Adequate in-service teacher development will be ensured. (p7)		districts, DBSPE and various NGOs exist at cluster level in many districts (4, p47) TRCs have premises suitable for training, book resources and coordinators employed by the Councils (4, p47) The majority of TRCs are dysfunctional due to the lack of funding and not being part of any coherent programme or network for INSET (4, p47) There are still large numbers of Grade IIIB/C teachers who are yet to upgrade (5, p24; 6, p43).	find simple and practical ways to make teaching and learning an enjoyable and productive experience for children and teachers. (6, p37) MOEC and PORALG should commission a major study designed to review the current position of Teacher Management and Development (TMD) (pre-service and in-service), and Teacher Supply and Demand (TSD) in order to provide the GoT with options for TMD, projected models for whole career teacher management and development and associated guidelines, and an electronic forward planning TSD model. This should be completed by end of April, 2005 to enable it be included in the 2005-2006 planning process. (6, p54)
Quality Improvement (II) **3.2.2. Teaching and Learning Resources** Pupil-to-book ratio to be reduced from 3:1 in 2002 to 1:1 in 2006To create physical classroom and school environments which are conducive to learning. In order to introduce a reliable income stream for essential non-salary expenses at school level, a Capitation Grant equivalent to US$10 per enrolled child will be instituted nationwide as of January 2002. Of this, US $4 will initially be sent to the district to enable schools to acquire textbooks and other teaching and learning materials. The remaining $6 will be disbursed to schools through the district council, and school committees will decide how best to use the funds. (p11)	The current book/pupil ratio varies from one region to another, from one Council to another from one class to another and one subject to another (5, p21) Subject-wise the book/pupil ratio ranges between 1:5 and 1:11; while class-wise it ranges between 1:4 and 1:16 (5, p21) Respondents reported that the CG was having a very positive impact on the running of the school, as well as providing much-needed support to teaching and learning activities; this was in marked contrast to the pre-PEDP situation (4, p42) In most schools visited, purchasing of textbooks has begun except in a few more remote districts. (6, p33)	The textbook situation remains critical. Since schools were made responsible for purchase of textbooks, procurement is need based (6, p33) Storage of textbooks is a problem in many schools visited (6, p34) Most schools lack other reading materials for pupils (6, p34) Many of the schools have not purchased science kits (5, p35) Many schools do not have water facilities. Schools and councils do not prioritise construction of water tanks (6, p29) Although large numbers of pit latrines have been constructed, their numbers are inadequate (6, p28)	More funds should be allocated for procurement of teaching and learning materials (3, p37) All capitation funds (except for textbooks) still in the hands of councils should be disbursed to schools immediately (2, p35) Disburse fully the $10 Capitation grants to the councils (3, p40) Introduce a comprehensive programme of capacity building in textbook and teaching resource management and textbook selection and use (4, p71) Bring forward a comprehensive plan to devolve the procurement of textbooks and teaching materials to schools (4, p71) Action progress on the development of a comprehensive National Plan for textbook production, selection, procurement and distribution (4, p72)

Key Targets	Achievements	Gaps/Challenges	Conclusions/Recommendations
		Despite Councils purchasing large numbers of desks, pupils still sit on floors in number of schools (5, p34) Majority of classrooms seen were dull, devoid of colour. Virtually all the classrooms visited were totally bare of pictures, displays, instructional materials, learning corners and the like 96, p34) Schools and Councils have no budget to purchase tables and chairs for the use of teachers and cupboards and shelves (5, p21) However, uncertainty over the flow of funds, especially on the timing of disbursements, continues to erode the confidence and empowerment of schools. Planning processes being encouraged at school level become meaningless when there is no flexibility allowed in establishing priorities and level of spending (6, p23)	More funds should be allocated for procurement of textbooks and other teaching and learning materials in order to reduce the current shortage of books in schools. In this regard, school committees should be urgently capacitated in order to bring down the procurement system to the school level (5, p43) Adequate additional funds should be provided for the procurement of desks to enable all pupils sit on desks (5, p43) Means need to be identified in order to get rid of the backlog and to meet the required level of 1.9 million desks by mid 2006 (6, p58) As a priority quality intervention at school level aimed at the creation of a reading culture, MOEC is encouraged to establish libraries in all schools as implemented under the Tusome Vitabu Project (CARE) (6, p55) If the each pupil is to get the ten dollar capitation grant, then a system for supplementary budgeting should be put in place to compensate schools for losses suffered due to the use of prior years enrolment figures (6, p60)
3.3.1. Capacity Building (I) Pre-service Teacher training 2002 9,000 2003 10,000 2004 10,000 2005 10,000 2006 9,000 To up-grade the qualifications, knowledge and skills of teacher training college tutors. (p11)	The number of new teachers trained each year was: 2002 7,136 2003 15,283 2004 10,037 (6, p29) Capacity of teachers' colleges has been expanded to train 10,000 teachers per year (4, p19)	The gospel of participatory methods has been well disseminated in colleges generally and tutors particularly, but adoption of underlying skills and values has been partial (6, p43) No inbuilt system of monitoring, evaluation and support to encourage adoption of participatory approaches by tutors (6, p43) The support mechanisms for student teachers in the field are problematic and totally inadequate. Neither Teachers' Colleges nor	Develop and introduce improved curriculum in TCs to extend coverage of pedagogy and the philosophy and practice of PEDP. TCs should receive an increased budget for textbooks, reference books, and other teaching and learning materials (4, p72) An in depth study be conducted urgently to determine the effectiveness of the strategies that are being used to provide professional support to

Key Targets	Achievements	Gaps/Challenges	Conclusions/Recommendations
Existing tutors will undergo a programme of skills and knowledge upgrading, and new tutors will be recruited. (p12) The training curriculum will be revised in order to emphasise enhanced knowledge of, and competence in, primary level classroom teaching and management. (p12) The timing, duration and overall operation of pre-service training will be reviewed and rationalised. (p12) The management capacity, and material and financial resources of teacher training colleges will be strengthened. (p12)	Revised curriculum that focuses on the development of pedagogical skills has been introduced in teachers' colleges (6, p40) The gospel of participatory methods has been well disseminated in colleges generally and among tutors particularly (6, p43)	inspectorate have sufficient resources to provide adequate professional support, whilst the capacity of tutors and inspectors to provide appropriate support is poor (6, p43) Experienced teachers are not helping or mentoring student teachers adequately (6, p41) Sixty five percent (65%) of tutors in government teacher training colleges are under qualified (6, p39). Anecdotal evidence suggests that most trainee teachers have weak background in subjects that they are specialising to teach (6, p40) The new curriculum for TCs does not incorporate school development planning and double shift or multi-grade teaching (6, p40) The revised curriculum has been designed for a 2 year college based training, while the actual implementation at college level is compressed into one year to accommodate the two-tier system where student spend one year at college and another year in schools (6, p40) The compression of delivery time is likely to affect the quality of teachers produced (6, p40) The extent to which the two-tier system is temporary, transitory measure or permanent delivery mode for teacher training in the country is unclear both within MOEC and among stakeholders in the field (6, p41)	student-teachers during their one year of field work at the school level (5, p43). The present model places all significant assessment during the first year at college level. This should be addressed (6, p63) Conduct needs assessment on Teaching and Learning material and others resources in TCs (6, p64) Capacity building to tutors and teachers on use of books in teaching and learning and management (6, p64) Capacity building and follow up to tutors on the use of participatory methods (6, p64)
3.3.2. Capacity Building (II) Governance and Management To introduce or strengthen education	All school committees were trained in participatory planning, financial management, procurement procedures, good governance, HIV/AIDS, gender and environment. (5, p25)	The idea of having the whole school development plan which can be consolidated at Council level has not been developed (6, p5)	The Government should disseminate information on implementation of PEDP to key stakeholders at all levels of implementation (3, p37)

Key Targets	Achievements	Gaps/Challenges	Conclusions/Recommendations
management skills.

To extend to all schools the concept of, and skills for, the whole school development planning.

To ensure school committees are gender balanced, democratically constituted and inclusive of all stakeholders.

The issues of HIV/AIDS, gender and governance will be mainstreamed into all management training

All staff and stakeholders with direct responsibility for PEDP implementation will be provided with basic PEDP information and guidelines. (p13)

A multi-media public Information, Education and Communication (IEC) campaign will be undertaken to sensitise parents, mtaa and village leadership, Counsellors and Local Government Authority personnel at all levels about PEDP and its implications. (p5) | Most districts have appointed HIV/AIDS co-ordinators and in each school at least one teacher is responsible for health education, which includes dealing with HIV/AIDS (6, p49)

Interventions on HIV/AIDS at schools appear to depend on the availability of trained teachers, their enthusiasm and the presence of NGOs who target schools (6, p49)

Posters on PEDP (MMEM) were produced and distributed to all the stakeholders, district officials, parents and community members (4, p41)

All councils have various guidelines, posters/brochures, circulars, five PEDP guidelines, manuals, calendars and ESDP newsletters (5, p29) | Delays in implementing the whole school development concept have created a vacuum, thereby leaving stakeholders to perceive PEDP as any other project. (6, p5)

It is clear that the potential of NGOs as regards practical and effective interventions for addressing HIV/AIDS at school level is not being mainstreamed into councils (6, p49)

Gender issues receive more 'acknowledgement' than real action. What gains there have been are important, but progress in achieving transformative gender equity in reality is not satisfactory (6, p47)

A continued absence of gender parity in most school committees continues, and it would appear is proving difficult to achieve (6, p47)

Nearly all the people contacted from the district to the village level knew about PEDP. Their knowledge about PEDP tended to be limited to the activities that were currently being carried out (construction and enrolment). For many PEDP was construction of classrooms (4, p42)

At school level, posters/brochures, circulars and calendars with PEDP messages were available but in few numbers. However, the five PEDP guidelines were found in very few schools (5, p29)

The 5 PEDP Guidelines are not reader-friendly. The point-size is very small. (5, p37) | Capacity building should be improved and strengthened to cater for all key actors at different levels of implementation (3, p37)

Community awareness and sensitization seminars should be a continuous process for more community participation and support in the PEDP implementation (3, p38)

Publicise PEDP objectives by stepping up the IEC campaign and ensuring that adequate practical information reaches all the key stakeholders timely (3, p40)

Implement the capacity building component of PEDP to ensure active and genuine participation of Ward Education Coordinators (WECs), school committees, parents and pupils in the running of school affairs in a democratic and transparent atmosphere (3, p40)

The 5 PEDP guidelines and other IEC materials should urgently be supplied to all wards and schools in the country in order to improve their practice and performance in various spheres of the PEDP process (5, p42).

Establishment of more detailed data on capacity building objectives, implementation and impact at all levels (6, p61)

Cascade model for capacity building should be discouraged because it has not proved effective at the lower ends (6, p61)
All capacity building interventions for school committees and other school based actors should not be one off events (6, p61) |
| **3.3.3. Capacity Building (III)**
Financial Management | Funding modalities and the disbursements of funds have taken place as designed in the | The flow of funds to schools during the period of review was irregular and failed to confirm to | PORALG leadership has been taking strong action against culprits – the DEDs - who have |

Key Targets	Achievements	Gaps/Challenges	Conclusions/Recommendations
To establish financial mechanisms and modalities for the plan components. To ensure proper management and accountability of funds at all relevant levels.	PEDP institutional arrangements (6, p12) The government and the development partners have been contributing to the PEDP funding after agreeing on an annual plan and action plan (6, p12) Funds intended for the schools are reaching the target and achieving the objective of improving the quality of education through provision of more classrooms, desks, latrines, textbooks, teachers and other teaching and materials (6, p12) The RT is satisfied that all that has been transferred to the Councils for reallocation to schools found its way to the schools (6, p12) Most of the Councils publicise information on PEDP funds allocated and disbursed to schools (6, p13) In each school, the head teacher had information about money received and spent displayed on the office walls (6, p13)	the government's practice of disbursing funds on a quarterly basis to Councils. The funds affected were those budgeted for under two ministries of MOEC and PORALG (6, p12) Funds budgeted for under the Council sub-votes, which are disbursed directly to the Council by the MoF on a quarterly basis, have been flowing as planned. However, Councils have not been moving these funds to the schools punctually nor the amount disbursed complete (6, p12) Few schools posted information on the PEDP funds received and used on external notice boards where everyone can see (6, p13)	been asked to refund all the funds they misallocated (6, p12) Disbursement of funds should be preceded by clear guidelines on expenditure and the amount should be as per allocation. (3, p38) The internal auditing system should be strengthened to ensure that financial regulations are adhered to (3, p38) Ensure the implementation of a strong financial management framework appropriate to the operational needs at each level (school, village, Council and national) (4, 69). The government and the development partners must agree on a formula for making available funds to schools on a more predictable basis (6, p60) To avoid multi channelling of funds to schools and also to ensure that all funds intended for schools reach them, there is a need to identify one centre that will control and account for such funds (6, p60) All funds for activities at school level should be disbursed directly to school accounts (6, p66)
3.3.4. Capacity Building (IV) Education Management Information System (EMIS) To ensure that education managers at all levels can generate and have access to reliable data and information about the education system, including statistics of AIDS related deaths.		Inconsistent, inaccurate data and record keeping at all levels (3, p30) The issue of EMIS should be addressed. Develop a proper system of capturing information (4, p55)	Data management should be strengthened at all levels (3, p38 Tools of data collection and analysis should be accompanied with simple and clear descriptions to enhance effective use (3, p39) The present EMIS should be developed and extended to ensure mainstreaming and integration of PEDP with existing information sources across

Key Targets	Achievements	Gaps/Challenges	Conclusions/Recommendations
To ensure that educational planning and policy is based on up-to-date information across all indicators. The EMIS will be up-dated to include all relevant educational data. Additional supporting equipment and technology will be supplied and procedures developed that will ensure the appropriate flow of information and communication.			all levels including computerisation of data from Districts (4, p69) Capacity building in data collection, processing, management and record keeping should be built at all levels (5, p43) Data on access needs to be more district and sub-district focused to allow for better targeting of resources and sensitisation (6, p57) The issue of proper data management and analysis of information for decision making should be stressed and developed at all levels of government (6, p60) EMIS should become a priority and deadlines set for its implementation (6, p60)
3.4. PEDP Institutional Arrangements (I) **3.4.1. Administrative Arrangements** To complete the realignment of roles and responsibilities among local and central education authorities. To ensure that LGAs and regional government bodies effectively support the delivery of primary education to all children.	Councils and school level institutions have to a large extent performed as planned. There is evidence which suggests improved efficiency and effectiveness, and also that capacity building activities have been effective (6, p11)	There is need to improve monitoring and record keeping. Visions of these institutions need to be deepened and strengthened (6, p11) At national level, the management of PEDP has not been mainstreamed and exhibits the features of a project with coordinators in place. The absence of prominent role by the line authorities, mostly the heads of departments, especially at MOEC, reinforces the idea of project. (6, p5) Operationally, execution and coordination of PEDP is located in the office of Permanent Secretary. However, PEDP has increasingly become a project managed from and by the PEDP coordinator. PEDP activities have neither been mainstreamed nor effectively absorbed (6, p11)	Monitoring and evaluation activities at regional and council levels should be fully funded as it is an on going activity (3,p37)
Institutional Arrangements (II) **3.4.2. Institutional Responsibilities**	The school committee and the management of schools have shown high commitment and	Election to office of new members has implications on the future performance of the	The fact that the vast majority of schools have managed to open bank accounts is a very positive

Key Targets	Achievements	Gaps/Challenges	Conclusions/Recommendations
(a) School and Community level To sensitise and involve all in respect of the roles they can play in maximising the benefits of primary schooling. To work together to produce and regularly up-date three-year school development plans. To prepare and submit accurate and timely progress and financial reports to the village council, mtaa committee and LGAs. To open bank accounts and to efficiently and effectively manage funds received for implementation, while guaranteeing maximum accountability and transparency in the processes used, including making incomes and expenditures publicly available. (1, p16)	enthusiasm in PEDP (4, p56) Communities under the guidance of school committees have been supporting PEDP by providing various resources such as financial, material and labour (5, p26) In some schools, teachers are actively involved in decision making on PEDP activities (6, p36) In most schools, records were clear and adequately kept and were easily accessible on demand (6, p36) Basic reports required by the Councils have been prepared. These include financial reports and general pupil enrolment reports (4, p57) As early as 2002, all existing schools were able to open 2 bank accounts (2, p33). School funds have been spent well and there were few problems reported at school level. (4, p57)	committee. Experienced members in the committee should be used to train incoming members, with the WEC providing quality assurance (6, p10) Poor reporting system exists between the school committee and the Village government. There is need to enhance cooperation between school committees and the village government (6, p37) School committees are not adequately involved in quality issues, such as absence of pupils and teachers, school performance in PSLE and other quality related issues (6, p36) In general, there is absence of a practical whole school development plan which views school in totality. Absence of this plan means that schools fail to prioritise their needs (6, p29) Planning at school level is made more difficult in the absence of regular and predictable flow of funds (6, p32) Reports prepared by schools are mostly a response to orders from Council. They are not inspired by local needs (4, p57) There is no feedback on the reports submitted to the Councils (4, p57) In 2004, it was noted that over 500 newly built schools were yet to open bank accounts (5, pp27-28)	achievement. Although the 2002 Stocktaking Report talked of the need to improve the capacity at school level for using the funds received (2, p35), the subsequent reports consider the use of funds to have been good. However 'further improvements can be made, most notably by using the information to assist schools in prioritising their spending. However, for this to happen Councils will need to allow schools greater flexibility in interpreting the spending formula and control over their spending' (6, p32) 'Schools were uncertain of when the money would come and how much they would receive' (6, p32) There is an urgent need to mobilize and instil in communities the understanding that their roles in school development are holistic and not limited to one or two investment areas. They should consider and contribute to all items in their school plans which enhance the physical and social environment of their schools (5, p42)
Institutional Arrangements (II) **3.4.2. Institutional Responsibilities** **(b) Ward Level: Ward Education**	WECs have been closely involved in PEDP implementation, supervision of schools and, more recently, in PEDP monitoring (4, p49) Head teachers and WECs are beginning to		The District education Offices have attempted to improve the WEC cadre by appointing better qualified and energetic teachers (4, p49) Recommended WEC capacity development::

Key Targets	Achievements	Gaps/Challenges	Conclusions/Recommendations
Coordinators' Roles To ensure that all children enrol in school. To share information with, and facilitate the participation of all parents and the wider community in realising the PEDP objective. To help identify priorities for school development plans and to assist in the planning process. To ensure that the PEDP funded activities operates in a transparent and accountable manner, by guiding and enforcing the proper use and accounting of funds by school committees. To effectively communicate educational information to schools and other local stakeholders.	recognise that their roles encompass support to the teachers as well as overall management and monitoring of schools and schools development. (4, p49) At ward level the Ward Executive Officers and WECs monitor the implementation of PEDP in collaboration with Ward Counsellors (5, p27)		▪ provision of motorcycles ▪ Capacity building for ward level monitoring and teacher support purposes. (6, p66)
3.4.2. Institutional Responsibilities **(C) District/Urban Authority Level: District Offices' roles** Involve the meaningful participation of all community stakeholders in planning, monitoring and implementation processes Prepare, in a participatory and inclusive way, three-year and annual development plans for the districts' primary schools.	The RT found that at Council level, all relevant leaders have been sensitised and are taking responsibility for PEDP implementation. Leaders have mobilised communities in the area of construction and ensured that PEDP targets have been achieved (6, p9) In almost all councils, seminars and workshops on procurement and financial management were conducted for Head teachers, WECs and school Committees (3, p22) Adherence to procurement procedures was noted in most of the Councils. Some cases of misappropriation of funds were discovered and	There is lack of broader vision of where the schools are going and what be the role of the communities (6, p9) Councils still operate within a directive culture and mindset. Many continue to meddle in the affairs of the schools. Schools complain of interference, especially in respect of procurement of goods and services. (6, p9) There is evidence that when the school committees refer problems to Councils, they are seldom acknowledged. This creates frustration and undermines the resolve of committees to report them (6, p9)	The 2002 Stocktaking Report recommended that districts should give 'monthly flash reports and quarterly progress reports to PO-RALG and MoEC' (2, p35). The 2003 Review says that the quarterly reports appear to have been sent by districts and that they are sent on time (4, p32, p52) The 2002 Stocktaking Report suggested that the formatting of these reports should be standardised (2, p35). However, the 2003 Review made it clear that this was yet to happen (4, p33). It is unclear whether this has happened since. The 2003 Review also suggests that councils may

Key Targets	Achievements	Gaps/Challenges	Conclusions/Recommendations
Use the development plan as a basis for preparing and monitoring requisitions for Investment Grant transfers to schools. Guide and enforce the proper use and accounting of PEDP funds by the school committees, directly, and through ward development committees and village councils. Produce and submit regular financial reports to the PORALG, and MOEC through RS. Provide technical support to school and village committees in the tasks of procurement, fund utilisation, and proper and timely reporting. To regularly monitor, review and evaluate the progress of PEDP activities, and to report to the RS for transmission to PORALG and MOEC. To effectively communicate educational information to village, wards, schools and other local stakeholder groups, as well as to regional and national levels.	were investigated (3, p27) The Councils had been working closely with schools and school committees in ensuring that schools and school committees in ensuring that the funds are spent properly. The Councils are yet to bring on board the Ward Development Committees and the Village Councils (4, p53) The Councils receive schools' financial and physical reports and consolidate them into quarterly and annual council reports. Copies of these reports are sent to MOEC and PORALG through RS (5, p28) The Councils send financial information to schools. This information is also posted on notice boards in the schools (4, p53)	Councils have Task Forces comprising various heads of departments, which are chaired by District Commissioners. Their roles include supervision of PEDP activities and endorsing the distribution of Development Grants to schools (6, p9) Record keeping at Council level does not appear to be improving. Information is not compiled systematically. Once the schedules for allocating funds are prepared, nothing further happens. It would be useful, for example, to know what activities schools are spending their money on, and what their priorities are. (6, p22) Officials have to be encouraged to develop systems for gathering, analysing and producing information for decision making. The need for accurate and complete information on each school need at council level is of utmost importance since it enhances accountability and tracking (6, p22) The RT is concerned that financial information at council level that is posted on the notice board provides only aggregate amounts. They fail to post information of what has been received for education and the allocation and the allocation list for the schools. The system lacks transparency (6, p9)	be spending too much time having to write reports, especially as they have to send separate ones to MOEC and PO-RALG, a situation that is made worse by the fact that the centre never gives feedback to the districts about the contents of these reports (4, p55). Encourage Council officers to adopt a less 'directive dominated' and more responsive approach in their dealings with village and local communities by themselves issuing fewer directives and encouraging more equal partnerships (4, p71) Councils should be required to develop a more participatory approach to the allocation of development grants to schools (6, p66) Councils should refine structures to include village government and ward development committees in school management (6, p67)
3.4.2. Institutional Responsibilities **(d) Regional Level: regional education offices' Roles** To carry out periodic internal audits in the LGAs and schools to ensure that performance targets and financial	The Regional Administration Secretariat is part of the PORALG administration. Its role is that of advising and providing oversight over the activities of Councils. PORALG has been using the RAS office to transmit information to Councils. Whenever there are serious problems over the use of resources, the PORALG has used the office of RAS to assist	The staffing position at this level limits the implementation of the roles proscribed. Most of the regional offices have only a couple of staff (4, p58) It would appear that RAS has not formally regularised the monitoring and follow up of the transfer of funds to schools (6, p8)	

Key Targets	Achievements	Gaps/Challenges	Conclusions/Recommendations
regulations are being net. To guide, coordinate and monitor the delivery of primary education by local authorities. To provide technical support to district education offices. To ensure that LGAs prepare consolidated three-year education development plans that conform to MOEC education policy and quality assurance standards To consolidate LGA primary education plans and budgets within the Region and submit them to PORALG and MOEC to facilitate approval and transfer of funds the Treasury. To effectively communicate educational information to districts and other local stakeholders. To effectively communicate information and concerns from districts and communities to the zonal and national level.	in counterchecking (6, p8) There is a Task force at the regional level which is responsible for monitoring implementation of PEDP.		
3.4.2. Institutional Responsibilities **(e) MOEC's roles** To set policies that ensures quality education for all in Tanzania. To prepare, in a collaborative manner,	Within MOEC all the work of PEDP takes place via initiatives and activities coordinated with the various relevant departments in MOEC (4, p27) Management practices designed for PEDP are to a large extent operational and the successes have been seen (6, p7)	The interface between the PEDP coordinator and the Directorate of Primary Education is not clear (4, p27) At national level, mechanisms for rolling forward PEDP into the next phase of 3 or 5 years are not yet in place (6, p6)	

Key Targets	Achievements	Gaps/Challenges	Conclusions/Recommendations
detailed plans for PEDP implementation. To monitor, review and evaluate progress, outcomes and the impact of the PEDP for quality assurance, and to regularly make such reports to the BEDC. To produce regular financial reports to be submitted to the BEDC and the Steering Committee. To collaborate with the PORALG Education Team on issues of planning, monitoring and evaluation. To participate as joint stakeholders in the annual ESDP process of reviewing the education sector, including the primary and non-formal education programmes. To support and build the technical capacity of district education offices. To collate and communicate education information, including HIV/AIDS related data, to all system levels, supporting educational institutions, and interested stakeholders. To carryout school inspection.	The roles and functions of the two ministries are clearly defined under the decentralisation framework. (6, p7) Overall the two ministries honour their stated mandate (6, p7)	MOEC is urged to address weaknesses in financial management identified in the audit report for the year 2001/2002 (6, p22) Both PORALG and MOEC should consider undertaking rigorous assessment of senior staff capacity to establish what skills exist to implement a sector reform based around PEDP. The aim should be on strengthening capacity and empowerment to ensure that visioning, planning, the disbursement of funds, and monitoring and reporting are coherent and efficient. (6, p7) MOEC has continued to transfer funds to school contrary to the mandate elaborated in government Circular no. 1 of 1998 which made it clear that sector ministries should communicate with RAS and Councils only via PORALG (6, p7) Working relations between the two ministries in respect to coordinating PEDP are not as good as they might be (6, p7) 2003 Review recommended urgent action to harmonise the Education Act and the Local government Act. This has not been done and evidence from the field suggests that the failure to expedite matters continues to hamper the effective implementation of PEDP (6, p8) District inspectors are required to monitor activities taking place at school. Given the number of inspectors in a district and the lack of resources, inspector are unable to carry out this role adequately (6. p37) RT argues that other ways of supporting	

Key Targets	Achievements	Gaps/Challenges	Conclusions/Recommendations
		schools need to be considered and recommends that serious consideration be given to making the ward the locus of support rather than Council officers, whose role should be aimed at quality assurance (6, p37)	
3.4.2. Institutional Responsibilities **(f) PORALG education team** To supervise and oversee the delivery of primary education by local authorities. For LGAs to prepare consolidated three-year education development plans that conform to government development goals and to MOEC education policy and quality assurance. To consolidate Regional plans and budgets into national plans of actions, which will provide the basis for the approval and transfer of PEDP funds from the Treasury. To collaborate with the MOEC in order to monitor, review and evaluate PEDP outputs and outcomes. To participate as a joint stakeholder in the annual ESDP process of reviewing primary and non-formal education. To support and build the capacity of RS and LGAs. To communicate education information to all system levels and interested stakeholders.	PORALG has been undertaking its role of disbursing funds seriously. Monitoring is good, as can be seen from its records and follow up actions that resulted from the monitoring (6, p7) PORALG has developed a comprehensive system of racking expenditure and physical activities in Councils. It is proving very useful as it can identify those Councils which deliberately delay sending funds to the schools (6, p22)	Information on receipts and disbursement of funds is not always displayed as effectively as might be (6, p10) PORALG should provide Councils with a template on information that should be posted on school, village, ward and Council notice boards (6, p10)	

Key Targets	Achievements	Gaps/Challenges	Conclusions/Recommendations
To produce regular financial and physical reports to the Treasury and MOEC.			
3.4.2. Institutional Responsibilities **(g) BEDC** To formulate primary and basic education plans in line with government policy. To collaborate with funding agencies and other stakeholders in the formulation and financing of planned activities. To identify needs for technical and financial resource support for PEDP information, Education and Communication (IEC) programme. To pool Government and donor resources through the establishment of a ring-fenced pooled Education Programme Fund (EPF) as part of the Treasury's Consolidated Account in the Bank of Tanzania. To endorse annual financial reports regarding budgets and the use of plan funds, and to take appropriate follow-up action. To annually review the key performance indicators in order to assess PEDP progress and to set targets for the new year.		The Review has found that the importance of decisions made by this committee is not mirrored in the minutes written. Minutes are too brief to assess whether action points are being followed through and it is perhaps that even members are unsure as to what has been discussed and agreed. (6, p8) BEDC finds itself absorbed with finer operational aspects of PEDP instead of dealing with policy and other broader partnership issues. This is tantamount to doing the work of management, undermining the intention of mainstreaming of PEDP activities (6, p11) The Technical Working Group structure is not working as efficiently as should be. In the last three years annual plans and action plans have been prepared, but the timing, completion and approval of these plans has remained a problem (6, p20)	

Key Targets	Achievements	Gaps/Challenges	Conclusions/Recommendations
To institute and regularly review PEDP mechanisms for planning, management, monitoring and evaluation and funding. To ensure the participation of stakeholders in the annual ESDP review process, and to oversee the primary and non-formal education components of the overall education sector review. To effectively collect and communicate educational information between the ministries, donors, NGOs and other represented stakeholders groups.			
3.4.2. Institutional Responsibilities **(i) Donors and Funding Agencies** To mainstream donor plans and assistance into the Government's policies, plans and budgets for the development and support of primary education. To contribute PEDP support funds, and to agree with the Government the criteria and rules for transfers of funds into, and disbursement from, the pooled PEDP Education Programme Fund. To ensure that the planning of non-PEDP primary education projects fall within the PRSP, ESDP, and primary education development policy frameworks.		The release of funds has not been on schedule as was planned at the beginning of the PEDP. This affects the budget of PEDP because of uncertainty over the release of the funds (6, p14) The pattern of development partners' releases has influenced the pattern of spending by the PEDP. The RT believe that the development partners need to agree on a formula for making available funds to schools on a more predictable basis (6, p20)	There is need for better coordination between donors and MOEC/PORALG to ensure funding for PEDP activities are released on a timely basis (

Key Targets	Achievements	Gaps/Challenges	Conclusions/Recommendations
To effectively communicate information to the ministries and to other national stakeholders, and at all times to operate in a transparent manner.			
3.4.2. Institutional Responsibilities **(j) NGOs and Civil Societies** To participate effectively in planning, implementing and monitoring activities at all levels that support the PEDP and ESDP objectives. To participate as a joint stakeholder in the annual ESDP process of reviewing the education sector, including the primary and non-formal education programmes. To contribute their experience and knowledge, as well as human, financial, technical, and material resources to the improvement and provision of primary education. To share information with, and facilitate meaningful community participation in primary and non-formal education. To effectively collect and communicate educational information from and to schools, communities, government and other stakeholders. To conduct education policy analysis and advocacy.	There are several organisations all over the country providing support to PEDP implementation, particularly in the areas of enrolment expansion, construction of classrooms, sanitary facilities, teachers' houses, provision of desks and conducting various seminars and workshops (5, p26) One of the NGOs has interpreted the 5 PEDP guidelines as one of the way of sharing information and distributed them to every village, school and ward (5, p37)	It is assumed that NGOs and CBOs wish their work to be harmonised with that of government, and that successful pilot projects should be mainstreamed and supported by the GOT. GOT needs to know what is being done by external agencies and how effective that work is (6, p11)	Several NGOs have initiated projects to develop innovative approaches. NGOs need to ensure that findings from these projects are brought to the attention of relevant ministries for possible mainstreaming in the sector.

Acronyms:

BEDC	Basic Education Development Committee
CBO	Community Based Organisation
COBET	Complementary Basic Education in Tanzania
DBSPE	District Based Support to Primary Education
DED	District Executive Director
DEO	District Education Officer
EMIS	Education Management Information System
ESDP	Education Sector Development Programme
GoT	Government of Tanzania
IEC	Information, Education and Communication
LGA	Local Government Authority
MEMKWA	Mpango wa Elimu ya Msingi Kwa Waliokosa (COBET in Swahili)
MMEM	Mpango wa Maendeleo ya Elimu ya Msingi (PEDP in Swahili)
MOEC	Ministry of Education and Culture
MOF	Ministry of Finance
NGO	Non-Governmental Organisation
PEDP	Primary Education Development Plan
PMO	Prime Minister's Office
PO-RALG	President's Office for Regional Administration and Local Government
RAS	Regional Administrative Secretariat
RT	Review Team
TC	Teacher College
TMD	Teacher Management and Development
TPR	Teacher to Pupil Ration
TRC	Teacher Resource Centre
TSD	Teacher Supply and Demand
WEC	Ward Education Coordinator