

# Where are we after the second year of the implementation of Primary Education Development Program II?

Key Findings from Government Reviews of the implementation of Primary Education Development Program II 2007/08

November 2009



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P.O Box 79401,  
Dar es Salaam,  
Tanzania.  
Telephone: 255 22 2151852/3  
Fax: 255 22 2152449  
Email: [info@hakielimu.org](mailto:info@hakielimu.org)  
Website: [www.hakielimu.org](http://www.hakielimu.org)

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## Acronyms

BEST	Basic Education Statistics
CG	Capitation Grant
COBET	Complimentary Basic Education in Tanzania
CSO	Civil Society Organization
D by D	Decentralization by Devolution
DG	Development Grant
EFA	Education For All
EMIS	Education Management Information System
FY	Fiscal Year
GER	Gross Enrolment Ratio
GNI	Gross National Income
ICT	Information Communication Technology
IEC	Information Education and Communication
LGA	Local Government Authority
MDG	Millennium Development Goal
MKUKUTA	Mkakati wa Kukuza Uchumi na Kupunguza Umaskini Tanzania
M&E	Monitoring and Evaluation
MoEVT	Ministry of Education and Vocational Training
NAO	National Audit Office
NER	Net Enrolment Ratio
ODL	Open and Distance Learning
PBR	Pupil-Book Ratio
PEDP	Primary Education Development Programme
PMO-RALG	Prime Minister's Office – Regional Authorities and Local Government
PSLE	Primary School Leaving Examination
SEDP	Secondary Education Development Programme
ToT	Training of Trainers
TPR	Teacher -Pupil Ratio
TRC	Teacher Resource Centre
WEC	Ward Education Committee

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## 1. Introduction

In 2008, the Government continued with the implementation of the second phase of the Primary Education Development Programme (PEDP II, 2007-2011).<sup>1</sup> PEDP is a manifestation of Tanzania's commitment to the implementation of the Millennium Development Goals (MDGs), Education for All (EFA) goals, Tanzania Development Vision 2025, and MKUKUTA targets. Being the most significant intervention in the primary education sub-sector in the last decade, PEDP has attempted to make a difference in four main areas, namely enrolment expansion, quality improvement, capacity building, and strengthening institutional arrangements.

The achievements under PEDP I (2002-2006) were impressive. The abolition of school fees amongst other factors has resulted in a rapid increase in enrolment. The GER and NER<sup>2</sup> improved from 84% and 65.5% in 2001 to 112.7% and 96.1% in 2006 respectively; the number of primary schools increased from 11,873 in 2001 to 14,700 in 2006; the transition rate from primary to secondary school increased from 22.4% in 2001 to 49.3% in 2005; and a total of 50,800 under-qualified teachers were professionally upgraded to the minimum qualifications for Grade A teachers (URT, 2006a). Despite these considerable achievements during PEDP I, a number of challenges still exist, which, if not adequately and timely addressed, might hinder the realization of quality education for all Tanzanian children.

Based on the lessons learnt from PEDP I, PEDP II was initiated to scale up the achievements registered in phase one and address the weaknesses and challenges encountered during implementation. Unlike PEDP I which focused on only four key areas, PEDP II expanded to include:

- Enrolment expansion with a focus on ensuring access and equity;
- Quality improvement;
- Capacity building;
- Cross-cutting issues;
- Strengthening institutional arrangements;
- Educational research; and
- Monitoring and evaluation. (URT, 2008a)

It is two years now since the start of the implementation of PEDP II in 2007, and thus it is timely to begin asking questions: Are the objectives being met? What achievements have been accomplished so far? What gaps and challenges are still evident? What lessons have we learnt that can be used to add value to the improvement of quality teaching and learning in primary education?

HakiElimu has reviewed the implementation of PEDP II with an aim to provide answers to the above questions. This report provides a critical analysis of what has been achieved, problems and challenges encountered, and lessons learnt in its first year of implementation. It is further expected

<sup>1</sup> The first phase (PEDP I) was carried out between 2002 and 2006.

<sup>2</sup> Gross Enrolment Rate (GER) is the number of pupils enrolled in a given level of education, regardless of age, expressed as percentage of the population in relevant official age group. Net Enrolment Rate (NER) is the number of pupils in the official age group for a given level of education enrolled in that level expressed as a percentage of the total population in that age group.



that policy makers, decision makers, and planners will make use of the key findings presented here to improve future planning and execution of educational programmes and policies. Also it is expected that this report will be used to inform the public on the progress of PEDP II and how the public can effectively engage in the PEDP II process and the monitoring of it.

Generally, the report provides a systematic and comprehensive overview of the progress of PEDP II implementation. The report is organized according to the seven key PEDP II components mentioned above. Data from Government reports are presented, highlighting achievements as compared to targets, challenges, and gaps, and recommendations are given for improvement.

This report has been prepared by reviewing various documents related to PEDP II implementation. These include the PEDP II Annual Performance Report FY-2007/2008, the Primary Education Development Programme II (2007-2011), the Education Sector Development Programme, Basic Education Statistics from the Ministry of Education and Vocational Training (MoEVT), papers presented at the Annual Education Sector Review 2008, the Education and Training Policy of 1995, HakiElimu's reviews and research on primary education, and other relevant documents.

## **2. Enrolment Expansion (Access and Equity)**

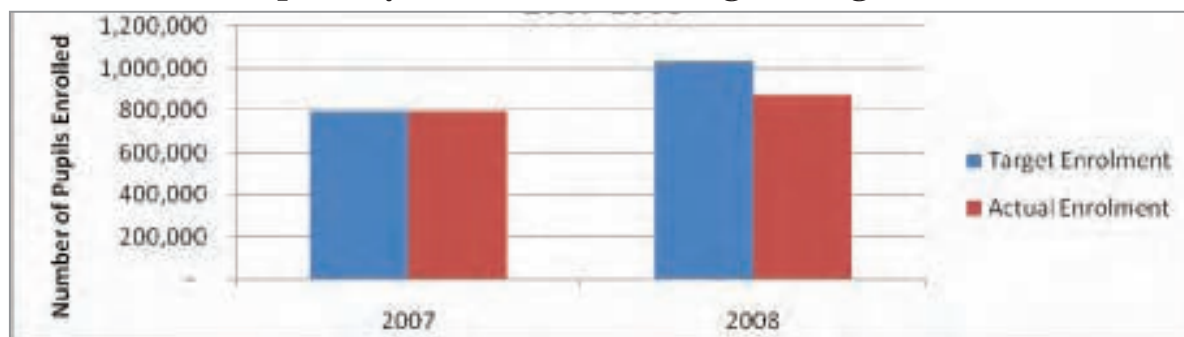
Under PEDP II, enrolment expansion for both pre-primary and primary level continued to be of high priority. The main issues were the identification and admission of all eligible children for pre-primary and primary school including those with special learning needs. It is clear from various government reports (URT, 2006b:13; HakiElimu, 2007) that the overall enrollment of pupils in primary school education has increased. Both net enrollment rate (NER) and the gross enrollment rate (GER) in standard I-VII have continued to improve.

### **2.1 Pre-primary Education**

Pre-primary classes continued to be expanded in all primary schools as stipulated in the Education and Training Policy of 1995 so as to enable all eligible children (5 & 6 year olds) to have access to pre-primary education.

According to the PEDP II Annual Performance Report (URT, 2008a), the 2007 target was to enroll 791,560. This target was exceeded by 3,451 pupils. However in 2008, the target of 1,033,376 pupils was not met by 159,395 pupils. Only 873,981 pupils (435,956 boys and 438,025 girls) were enrolled (see Chart 1). The enrolment ratio of boy to girl is 1:1 showing that gender disparity at this level has adequately been addressed. Net Enrolment Rate (NER) improved from 33.1% in 2007 to 36.2% in 2008 while Gross Enrolment Rate (GER) improved from 35.2% in 2007 to 38.1 in 2008. This implies that there was an increase of net enrolment rate of eligible children in pre-primary classes by 3.1%.

**Chart 1. Pre-primary Enrolment: Actual against targets for 2007-2008**



*Source: URT (2008b) and URT (2008a)*

Although the pre-primary enrolment figure was higher than the previous year, the planned target was not reached by 15%. Only a small amount of explanation is presented, not differentiated by year, as to why this is the case. The report states that it **“could be”** due to a shortage of classrooms or teachers and/or a negative attitude of some parents and guardians towards children with special needs or from vulnerable groups, leading to these children not being enrolled. There is need for a more assertive statement explaining the reasons for the drop in pre-primary enrollments resulting in failure to meet target projections in 2008.

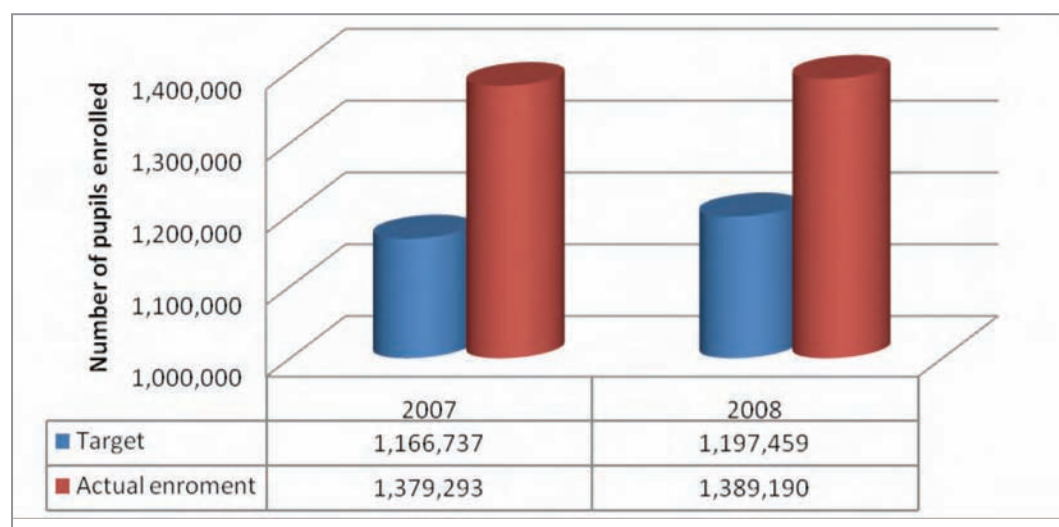
## **2.2 Primary Education**

The enrolment of Standard One pupils has continued to increase since the inception of PEDP. A number of factors have contributed to this trend including abolition of school fees and continuous community sensitization whereby compulsory enrolment of children continued to be emphasized.

As shown in Chart 2 below, in both 2007 and 2008 the target enrollment has been exceeded. In 2007, the target of 1,166,737 pupils was improved on by 18%, i.e. 212,556 pupils resulting in an actual enrolment of 1,379,293. This was divided into 699,255 boys and 680,038 girls. In 2008, the target of 1,197,459 was exceeded by 15% or 182,731 pupils giving an actual total of 1,380,190. Boys made up 700,524 and girls 679,666.



**Chart 2. Targets and Actual Enrolments for Standard one from 2007-2008**



*Source: URT (2008a)*

Table 1 shows that the overall enrolment for the whole of primary school from Standard I-VII increased in 2008 to a total of 8,410,094 (4,261,831 boys and 4,148,263 girls). This includes 34,661 pupils with special needs. The enrolment slightly increased by 93,169 pupils (1.1%) compared to 2007 when 8,316,925 pupils were enrolled (4,215,171 boys and 4,101,754 girls). In the same period, GER decreased by 2.1% from 114.4% to 112.3%, whilst NER decreased from 97.3% in 2007 to 97.2% in 2008. The NER result falls short of the 99% that was the 2010 target stipulated in MKUKUTA (URT, 2006c). However, there remain some significant NER disparities across regions, such as 91.4% in Tabora and 99% in Mtwara (URT, 2008a). The report sheds little light on the reasons for regional NER disparities or on the GER increase. These should be better explained so that lessons can be learnt and changes implemented.

**Table 1. Primary School Enrolment STD I-VII, GER & NER**

Year	Enrolment in STD I-VII			GER	NER
	Boys	Girls	Total		
2007	4,215,171	4,101,754	8,316,925	114.4%	97.3%
2008	4,261,831	4,148,263	8,410,094	112.3%	97.2%

*Source: URT (2008a)*

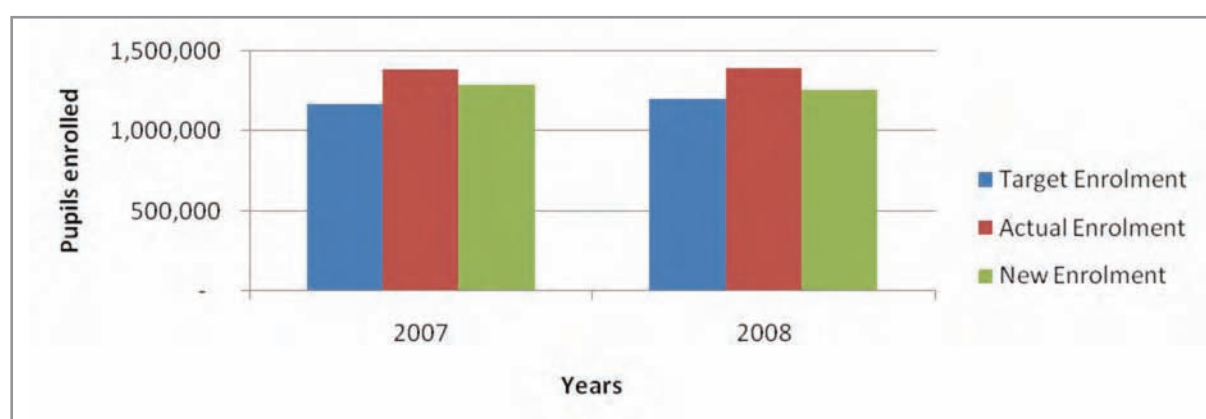
The data presented in table 1 above provide total enrolments including children who repeated Standard I in that particular year. In order to get the number of newly-enrolled Standard I children, the number of repeaters has to be deducted from the Standard I enrolment. Table 2 below shows the number of new children enrolled in Standard I from 2007 to 2008.

**Table 2: New Standard I Enrollees (2007-2008)**

<i>Year</i>	<i>Target Enrolment</i>	<i>Actual Enrolment</i>	<i>Repeaters<sup>t</sup></i>	<i>New Enrolment</i>	<i>% lower or above the target</i>
2007	1,166,737	1,379,293	97,930	1,281,363	9.8
2008	1,197,459	1,389,190	133,878	1,255,312	4.8
<b>Total</b>	<b>2,364,196</b>	<b>2,768,483</b>	<b>231,808</b>	<b>2,536,675</b>	<b>7.3</b>

Source: Adapted from URT (2008a) and URT (2008b)

**Chart 3. Standard 1 Enrollees: Targets compared to Actual and New Enrolments**



Both table 2 and Chart 3 shows that even if repeaters are considered, total actual enrolment for the two years, 2007 and 2008, still exceeds the target by 7.3%.

Despite significant success, the overall aim of PEDP to achieve full enrollment by 2011, i.e. to have all 7 year olds in school, is yet to be achieved (URT, 2006b:13; HakiElimu, 2007). According to URT (2008a), 2.7% of eligible children are not getting enrolled in schools; a good number of these come from vulnerable groups. Overall, both the GER and NER are lower for girls than for boys, indicating that there are fewer girls enrolled than boys.

### 2.3 Special Needs Education

Although there is a slight increase of enrolment of students with special needs from 24,003 (13,974 boys and 10,029 girls) in 2007 to 34,661 (19,998 boys and 14,663 girls) in 2008 (URT, 2008a; HakiElimu, 2008a), the gender disparity is still high. HakiElimu's research findings cited in *'Do Children with Disabilities have Equal Access to Education?'* (HakiElimu, 2008a) indicates that there is a higher proportion (57.7%) of male disabled students enrolled in schools than female (42.3%).

<sup>3</sup>The number of standard I repeaters has been obtained by multiplying the number of children enrolled in Standard I in a given year by its repetition rate.

These data are inconsistent with the primary school enrolment trends, in which the enrolment of male and female students is almost equal. For example, according to the MoEVT statistics, the enrolment of female primary school students in 2008 was 49.6% compared to 50.4% male (URT (2008b)).

Unfortunately there is no national data showing the total number of disabled children of primary school going age in Tanzania (HakiElimu, 2008a) making it difficult to decipher whether these figures capture the majority of children with disabilities or not. MoEVT research (URT, 2001) shows that only 1% of children with disabilities of school age have access to basic education. More emphasis was on inclusive education for children with slight abnormality and those with severe abnormality were enrolled in special schools and units (URT, 2008a).

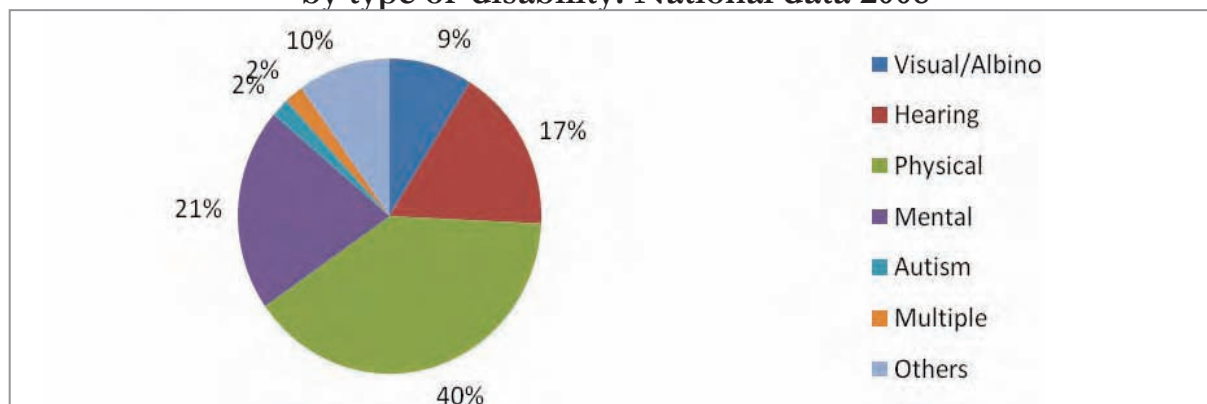
**Table 3. Enrolment of children with disabilities in primary schools: national data 2008**

Type of disability	Boys	Girls	Total	%Girls	%Boys
Visual/Albino <sup>2</sup>	1713	1394	3107	44.9	55.1
Hearing	3180	2532	5712	44.3	55.7
Physical	8068	5783	13851	41.8	58.2
Mental	4296	2945	7241	40.7	59.3
Autism	296	231	527	43.8	56.2
Multiple	435	280	715	39.2	60.8
Others	2010	1498	3508	42.7	57.3
Grand Total	19998	14663	34661	42.3	57.7

*Source: Adapted from URT (2008b), pp. 36-37 and HakiElimu( 2008a)*

<sup>2</sup>BEST 2008 does not provide the number of visually impaired and albino separately making it difficult to separate the number of visually impaired from albinos.

**Figure 1: Percentage of children with disabilities enrolled in primary schools by type of disability: National data 2008**



Source: URT (2008b)

As Figure 1 shows, the majority of students with disabilities enrolled in schools are in the category of physical impairment (40%), mental impairment (21%), and hearing impairments (17%). This could imply that these are the most common disabilities which make up a greater proportion of people with disabilities which also could be reflected in enrolment.

### **Main factors hindering education to children with disabilities**

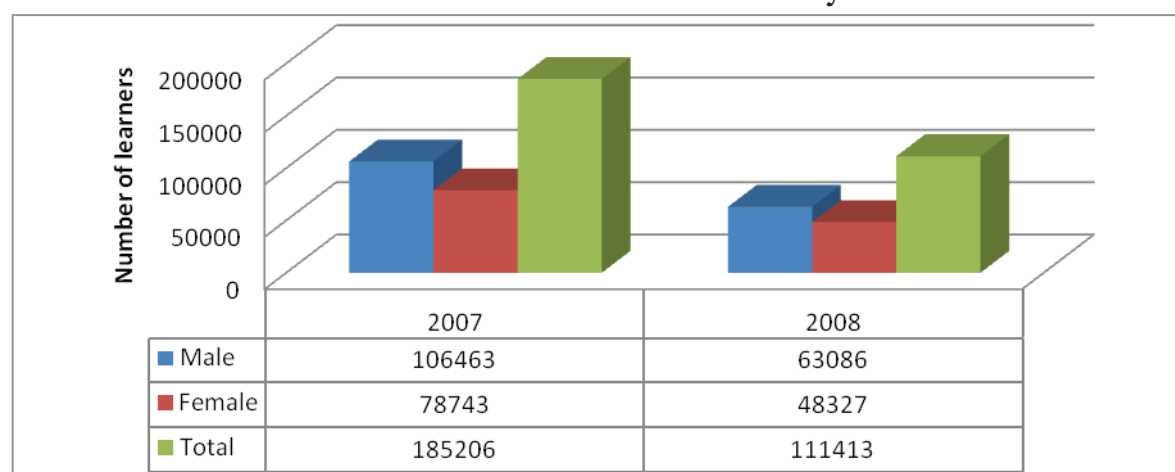
There several factors that limit children with disabilities to have access to education. HakiElimu's research report (HakiElimu, 2008a) on accessibility to education for children with disabilities reveals four major problems that schools face in teaching these children:

- Poor physical infrastructure (school buildings) whose construction did not take into account the particular needs of these students, such as the need for ramps and lifts. This limits the movement of some students around the school, especially those with visual and physical impairments.
- Teachers have been inadequately trained to teach students with disabilities, resulting in teachers using inappropriate teaching methodologies.
- Lack of teaching and learning materials and facilities for children with disabilities which constrains effective teaching of these students. Items like Braille machines and walking sticks for the blind and wheelchairs for physically challenged students are not readily available.
- Lastly, a lack of political will from policy makers has resulted in a failure to overcome these difficulties.
- False perception or negative altitude of the community towards people with disabilities that they are people who only need to be assisted without putting in place concrete strategies to promote and protect their rights as well as giving them opportunities to contribute the social, political and economic development.

## 2.4 Enrolment of COBET Learners 2007/08

COBET (Complimentary Basic Education in Tanzania) is a programme which aims to give out-of-school children, girls in particular, the opportunity to acquire basic education with the overall goal to mainstream these children into formal primary schools. Chart 4 below shows enrolment of COBET learners by sex in 2007 and 2008. The trend indicates that enrolment of learners in COBET centers has been decreasing from 185,206 learners in 2007 to 111,413 learners in 2008, an overall decrease of 40% (URT, 2008a). This trend can be explained in two ways: either the majority of school-aged children are now enrolled in primary schools; or the Government has failed to mobilize learners to enroll in COBET centers. However, the skyrocketing enrolment rates discussed above for primary school could imply the former although there is still 2.7% of school-age children who are not attending school (URT, 2008a).

**Chart 4: Enrolment of COBET learners by sex 2007-2008**



Source: URT (2008a)

In an effort to promote COBET learners to higher grades and mainstream them into formal primary school, in 2007 a total of 47,670 (26,838 boys and 20,832 girls) COBET learners sat for Std. IV examinations, of whom 34,867 (21,047 boys and 13,820 girls) were mainstreamed. In the same year, a total of 7,290 (4,432 boys and 2,858 girls) learners sat for Std. VII examinations and 2,363 (1,601 boys and 762 girls) were selected to join form one in secondary schools.

**Table 4. COBET learners mainstreamed into formal primary and secondary education, 2007/08**

Year	Candidates sat for Std. IV Exams	Mainstreamed into Std. V	Candidates sat for Std. VII Exams	Candidate selected to Form I
2007	47,670	34,867	7,290	2,363

Source: URT (2008a)

When reviewing COBET learners, the report (URT, 2008a) mentioned that there still are “pockets of over age and school going children who are not in school.” According to the report, some have become beggars in cities or towns; some are involved in petty trade along highways, whilst a few

are heads of families as a result of death of parents and guardians from HIV/AIDS and other diseases.

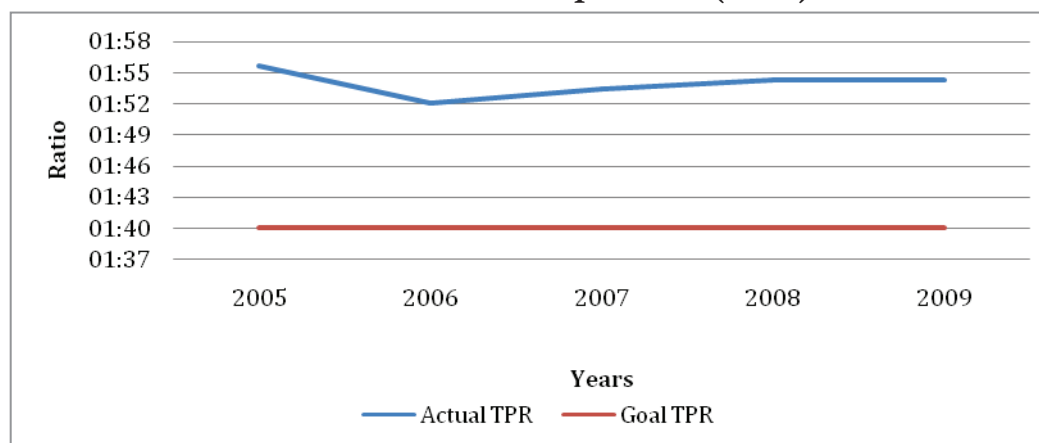
Gender disparity is still an issue in both 2007 and 2008, as shown in Chart 4 with 2008 enrolment comprising 56.6% males compared to 43.4% females. Details are needed on how to address the gender disparity (particularly when the strategy as a whole is largely aimed at girls) and how to reduce the overall COBET numbers. The report merely mentions that a “national strategy” is needed – this is vague and detail is required.

## 2.5 Recruitment of Teachers

The recruitment and deployment of adequate and qualified teachers in all schools is one of the most important aspects to be considered in the provision of equitable quality basic education. The posting of teachers is demand-driven whereby councils with the largest shortage of teachers receive more teachers to be deployed to the schools in most need.

The PEDP II Annual Performance Report indicates that in 2007/08, a total of 7,800 teachers were recruited and deployed nationwide. This was far below the targets set in the PEDP II document (URT, 2006a) of recruiting 14,250 primary school teachers in 2008, which is almost twice the number actually recruited. Teacher numbers obviously affects the teacher-pupil ratio (TPR). Chart 5 below shows that since the inception of PEDP there has been a slight reduction in TPR from 1:56 in 2005 to 1:53 in 2007. However, the trend changed in 2008 with a slight increase to 1:54, drawing the national TPR average even further from its PEDP target of 1:40. The regions of Shinyanga, Kigoma, Rukwa, Singida, Tabora and Kagera indicate particular difficulties with reducing their TPRs.

**Chart 5: Teacher-Pupil Ratio(TPR) 2005-2009**

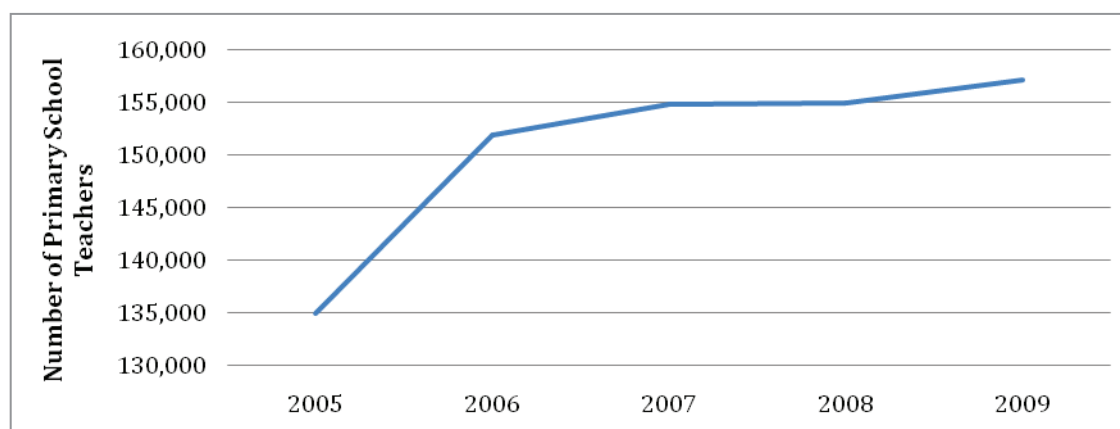


*Source: URT (2008b) and URT (2009a)*

As shown in chart 6 below, the number of primary school teachers in government schools has been increasing over the last three years from 132,409 in 2005 to 151,231 in 2007. However, the number went down to 149,433 teachers in 2008.



**Chart 6: Number of Primary School Teachers in Government Schools from 2005 to 2009**



*Source: URT (2009a)*

The problem of shortage of teachers in many primary schools is still persistent (TEN/MET, 2009). Many government documents and various studies have pointed out teacher shortages as one of the major problems affecting quality education (Komba and Ndibalema, 2009; UTR, 2008a; TEN/MET, 2009). It has further been argued by Komba and Ndibalema (2009) that it is not only that teachers are in short supply, but that they are also ill prepared and therefore unable to deliver quality education.

Additionally, due to poor living and working conditions of primary school teachers particularly in rural areas, a good number of these teachers are quitting seeking new jobs in urban areas where the working environment is better. Moreover, low salaries and poor working conditions are acting as disincentives to secondary school leavers who might join the teaching profession thus exacerbating the teacher shortage problem (HakiElimu, 2009b).

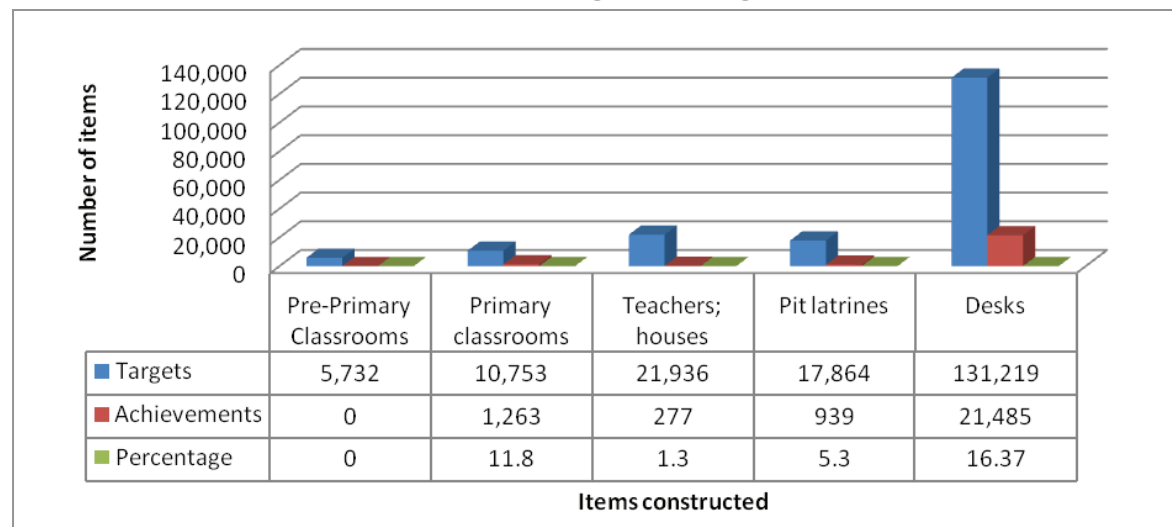
Other challenges facing the recruitment and deployment of teachers include insufficient numbers of teachers for Early Childhood Education, a significant number of pre-primary school teachers who are not certified, and an enormous number of teachers at all levels that are in need of in-service training (Komba and Ndibalema, 2009). For example, out of 17,176 teachers in pre-primary schools, only 4,489 (26.1%) are certified leaving a massive 12,687 (73.9%) who are not certified. Also there is the challenge of supporting the professional development of teachers who have been trained through 'crash courses' where it was initially thought that they would be further trained while they are on the job through in-service training. In addition, there is inadequate training of teachers in teacher colleges and universities particularly on action research methodologies (Komba and Ndibalema, 2009; TEN/MET, 2009; HakiElimu, 2007).

The 2008 PEDP II Report mentions that teacher recruitment strategies are being put in place to solve the teacher shortage situation. However, it also seems necessary that local authorities need training on teacher deployment to ensure teachers are allocated in the most effective manner. This is investigated more in the Capacity Building section of this report.

## 2.6 School Infrastructure

To support increased access and equity to primary education, availability of an adequate number of classrooms, teachers' houses, pit latrines, and furniture is of major concern. Providing teachers with houses is a positive incentive and motivation for retaining them in their working areas. Chart 7 below indicates the targets for these infrastructural necessities against the numbers actually achieved. As is very clear the achievements were way below the targets. The report hints that a lack of funds might have been the primary reason for missing the targets.

**Chart 7: Construction of classroom, teachers' house and pit latrines: Achievement against targets for 2008.**



Source: Adapted from URT (2008a) and URT (2006a)

Shortage of basic infrastructure needs such as teachers' houses, classrooms, and pit latrines is one of the major problems facing the pre-primary and primary education sub sector particularly in rural areas. This is one of the reasons why teachers refuse to work in these isolated locations where inadequate social services as well as poor teaching and learning materials compound the situation. Although PEDP II emphasizes equitable quality education, most infrastructures are not suitable for students with disabilities (HakiElimu, 2008a).

## 3. Quality Improvement

Tanzania's economic and social development depends to an extent on the quality of its schools. If students are not taught the values and social skills necessary to become good citizens and not earn the academic skills necessary to be economically productive, then schools have not succeeded in their mission to attain the MKUKUTA, Education for All (EFA), and the Millennium Development Goals (MDG) (Komba and Ndibalema, 2009).

It is from this understanding that PEDP puts more emphasis on improvement of the quality of primary education. Under PEDP, quality was to be improved through: improving teaching approaches and methods in classrooms; ensuring availability of quality teaching and learning

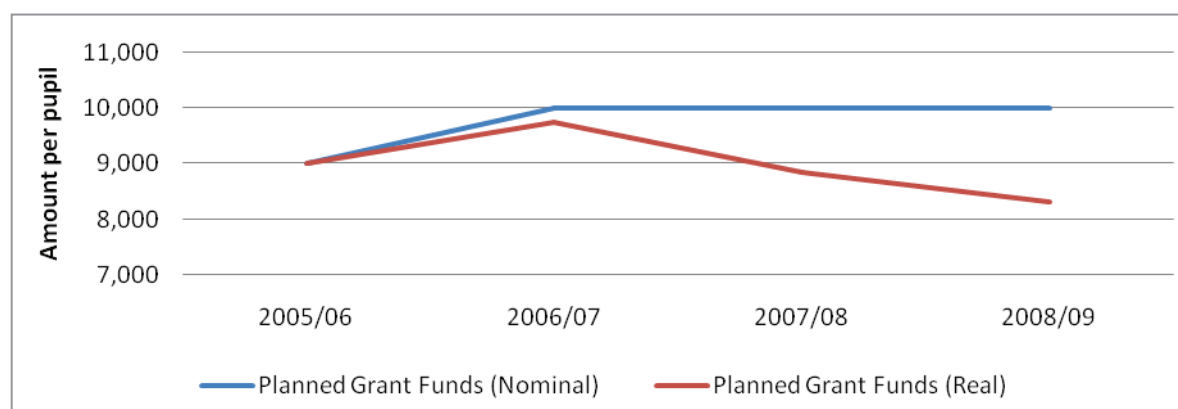
resources; and ensuring the necessary support for maintaining educational standards (URT, 2001). To attain these component objectives, five areas were considered.

### 3.1 Capitation Grant

The capitation grant is one of the fundamental sources of creating a healthy educational environment. In addition to quality teachers and effective community participation, capitation fund is an important element for improving and accessing quality education. The fund is used to buy teaching materials such as textbooks, notebooks, pens, science and mathematical kits, chalk as well as repairing classrooms, overseeing examinations and paying administrative costs. The grant is distributed based on the number of students at a school and has been set at Tsh 10,000 per student since the 2006/07 fiscal year (URT, 2006a).

It is important to note that, even though nominally the capitation grant remains at Tsh 10,000 per pupil, its real value continues to drastically drop. Recent HakiElimu analysis on the capitation grant has revealed that although the planned funds remain the same at Tsh 10,000 per student, the real amount consistently drops when inflation is factored in. With the increasing rate of inflation in the country, Tsh 10,000 cannot buy as much as it used to two or three years ago (HakiElimu, 2009b). When inflation is taken into account with 2005 as the base year<sup>3</sup>, the stated capitation grant of Tsh 10,000 for the year under review is actually more like Tsh 8,842. Chart 8 below is a diagrammatic presentation of this discussion. For example, from the chart, the real planned grant (red line) is below the nominal planned grant (blue line) indicating that the real planned grant is less than the nominal planned grant because of effects of inflation.

**Chart 8: Planned Capitation grant funds compared against the effects of inflation**



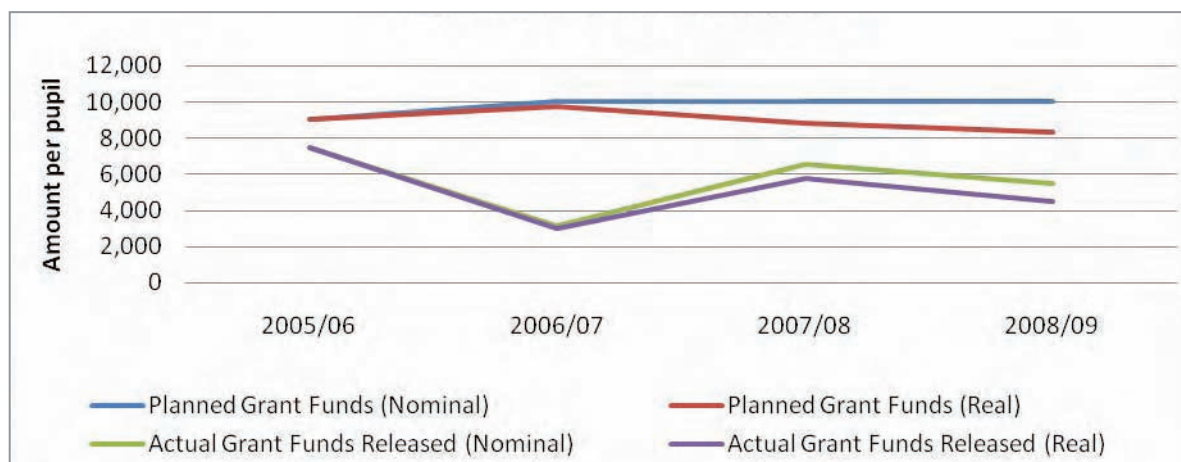
*Source: Adapted from HakiElimu (2009b).*

Moreover, there are always problems in disbursing the funds from the central government to the local level. What is on paper that is supposed to be provided by the grant is always very different from how much is actually released to the LGA or unit level. In addition, disbursement delays are frequent. As Chart 9 below indicates, HakiElimu's education budget analysis conducted in 2009 has revealed that, although the education budget has been increasing over of the last four years, and PEDP has called for a capitation grant of Tshs 10,000, in reality the capitation grant has never been

<sup>5</sup>All inflation calculations used sectoral CPIs as listed by the National Bureau of Statistics

close to reaching Tsh. 10,000. For example in 2006/07 the funds released for capitation grant were Tsh. 24.8 billion which was Tsh. 3,150 per student<sup>4</sup>. This amount went up to Tsh. 53.5 billion in 2007/08 which at that time was the same as Tsh. 6,497 (HakiElimu, 2009b). Already these released funds are drastically lower than what is called for by PEDP II, but when inflation is considered, the grant truly proves to be weak. It is evident that such trend will have a significant impact on the quality of education.

**Chart 9: Planned Capitation Grant Funds compared Against Actual Funds Released, both Norminal and Release**



Source: Adapted from HakiElimu (2009b)

One way in which a reduction in capitation grant directly affects the quality of education, is in the reduced number of books that a school is able to purchase. The national target is for a pupil-book ratio (PBR) of 1:1 by 2010 (URT, 2006c). In 2005 the PBR was 3:1, however in 2008, with the accompanying rise in enrollments, the PBR had risen to 5:1 (URT, 2008a). This obviously has a significant impact on the quality of education service provision. The deterioration of the PBR is attributed to a stagnation of capitation grants and the revision of social studies into three independent subjects: namely history, geography and civics (ibid.).

Reasons need to be given for why a “stagnation of capitation grants” took place. There are indicators in other parts of the report about insufficient budgeting, local authorities not spending the grant effectively, and schools not spending the money in their bank accounts (URT, 2008a). This being said, a clear and specific reason needs to be given for this failure in the efficacy of the capitation grant with suggestions as to what will be done to resolve this in the future.

<sup>4</sup>The amount of funds per pupil is obtained by dividing the actual amount of funds which has been released by the government by the total number of pupils enrolled in primary schools.

### 3.2 Human Resource Development

The teacher is the key instrument for bringing quality improvement to the teaching and learning process. It is important therefore to ensure that such a process is maximized by providing a supportive environment in which learners can participate actively. Under PEDP II, the emphasis has been on academic and professional development of teachers, tutors, school inspectors, Ward Education Committees, school committees, and other educational actors. The objectives of this human capital investment were: to enable teachers to acquire and develop pedagogical skills that are academically sound, child friendly and gender sensitive; to enable all education supervisors, wards, and LGAs to provide necessary support to all teachers; and to ensure that all professional development activities include a focus on gender (URT, 2006a:9).

In 2007/08, only 42 Grade B/C teachers were upgraded (the report does not specify the target). This appears insufficient when considering the ‘crash course mentioned above and the general teacher shortage. The PEDP II Report indicates that in 2007/08, training conducted by the Tanzanian Institute of Education (TIE) on the revised primary curriculum was given in eight districts: Arusha, Bagamoyo, Temeke, Hai, Siha, Magu, Mtwara, and Makete. A total of 392 participants attended the training of which, 364 were teachers, 14 were district education officials, and 14 were ward education coordinators. According to the report, the Government plans to extend this activity to cover all districts.

Despite its huge importance to teachers, training on the revised curriculum was conducted in only seven of Tanzania’s 133 districts. In addition, the training was planned for a full five days; however due to resource constraints it was reported that sometimes the training lasted for only one day (URT, 2008a). Differences in training duration and lack of financial resources ultimately have a negative effect on training outcomes. There is a need to seriously address this shortcoming to ensure that all teachers receive training on the revised curriculum. Related to this is also a need to avoid unnecessary revisions of the curriculum so as to ensure continuity and coherence of the learning content provided to our children.

Substantial research suggests that school quality is enhanced when teachers have high academic skills, teach in the field in which they are trained, have more than a few years of experience, and participate in high quality induction and professional development programmes (Rivkin, Hanushek & Kain, 1998). It is further argued that students learn more from teachers with strong academic skills and classroom teaching experience (Bevan, 1992). With regard to content of the curriculum, students appear to benefit when course content is focused and has a high level of intellectual rigor and cognitive challenge. However, practice has shown that in some schools, teachers are assigned to teach subjects for which they were not trained, thus rendering them unable to teach effectively (TEN/MET, 2009).

Moreover, the introduction of crash programme (for licensed teachers) whereby form six leavers were trained for only six weeks before they were allowed to teach, has resulted to half-backed and incompetent teachers who are unable to deliver quality teaching. This has negatively affected the quality of education as evidenced by poor performance of the students in recent national examinations. Short training time has resulted into failure of the programme to produce teachers who have the required knowledge and skills that enable them to professionally handle the students in a classroom situation. Also there are cases whereby some of the licensed teachers have abandoned

their teaching professions for other jobs thus exacerbating the shortage of teachers.

### 3.3 School Inspection and Provision of Professional Support to Teachers

The basic education inspection is a tool for monitoring and evaluating education standards, implementation of education policy, promotion of school improvement, and advice to stakeholders on various aspects of education. It also provides feedback on the inspection to education agencies, managers, school owners, and education actors (URT, 2006a).

According to the PEDP II Report (URT, 2008a), a total of 18,240 education institutions were inspected amounting to 79% of the target, as depicted in Table 5 below.

**Table 5: Number of Education Institutions Inspected by March 2008**

Institution	Target	Inspected	%
Pre-Primary	5,636	4,710	84
Primary	7,795	5,808	74
Secondary Schools	2,083	1,880	90
Adult education centers	7,212	5,520	77
Special Education	205	130	63
Post Primary Technical Centers	143	140	98
Teacher Colleges	52	52	100
<b>Total/Average</b>	<b>23,126</b>	<b>18,240</b>	<b>79</b>

*Source: Annual Budget Speech 2008/09 and URT (2008a).*

According to the report, professional advice, supervision, and support to teachers was actively provided. Additionally, 75 basic education school inspectors were recruited making a total number of 1,057. Despite this new recruitment, there is still a shortage of school inspectors to carry out the inspections of 23,126 targeted institutions<sup>5</sup>, averaging 22 institutions/schools per school inspector. The primary challenge inspectors face is that of a lack of transport making it difficult for them to reach schools in rural areas. A better inspectorate to ensure better quality education requires a large number of staff with adequate transport requirements.

### 3.4 Improvement of Examination and Assessment

The national examination assesses the level of students' achievements against the intended curriculum objectives at a given level. There are two national examinations in primary school: Standard IV Examination and the Primary School Leaving Examination (PSLE). While the Standard IV examination is used for promotion to Standards V, the PSLE is both terminal and promotional—with examinees either returning to their communities or moving up to the secondary level.

<sup>7</sup> The figure includes public and private primary schools in Tanzania as indicated in BEST, 2008.

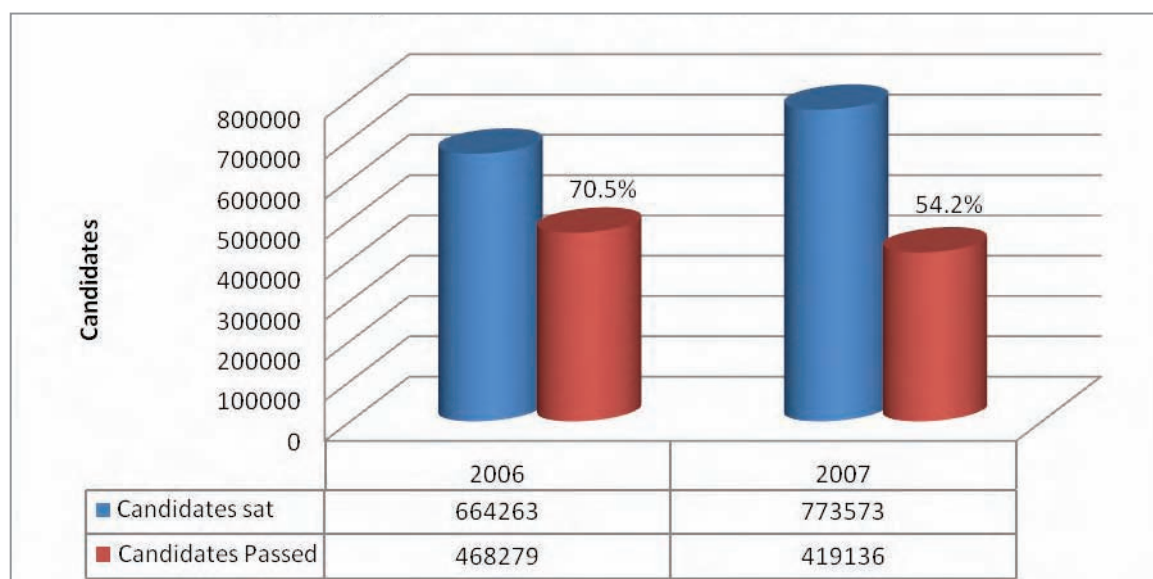
<sup>8</sup> BEST figures for 2009 also show a further decline to 52.7% (URT, 2009).



### 3.4.1 Primary School Leaving Examination

Examinations are considered a tool of assessing learners' achievements and for selection to other levels of education. As indicated in Chart 10 below, in 2006 the PSLE pass rate was 70.5%. In the 2007 PSLE, a total of 773,573 pupils (396,944 boys and 376,609 girls) sat for the examination. Out of these 419,136 (248,215 boys and 170,921 girls) passed, equivalent to 54.2% of the total. The PEDP II Report attributes this decline to the shortage of teachers and textbooks in schools. The data also indicates that more boys (59.2%) passed the examination than girls (40.8%) suggesting that gender disparity remains a problem. Shortage of teachers and inadequate training of teachers (both pre-service and in-service training) to some extent has contributed to the leakage of examinations and failure in Mathematics and English subjects because pupils are not well taught by their teachers and examination theft seems to be one of the options available for them to pass their examinations.

**Chart 10: Primary School Leaving Examination (PSLE) Results for 2006 and 2007**



Source: URT (2008b)

The decrease in the PSLE pass rate by nearly 20% between 2006 and 2007 is clearly a large concern that needs to be addressed accordingly. Educational research conducted after the drop in pass rates were realized, suggest that the recurrent educational challenges are to blame, i.e. lack of teacher quality, lack of textbooks, etc. Further research on how the Government is going to effectively monitor the situation to prevent it occurring again is necessary.

Also there is increasing concern about the value of the examination as a measure of pupil achievement and competence, and there is mounting evidence of teachers orienting their instruction to passing the examination. Of particular concern is a growing urban/rural divide with urban schools putting greater emphasis on pupil pass rates and extra tuition (URT, 2007c).

### 3.4.2 National Standard IV Examinations

A total of 1,147,174 pupils (568,493 boys and 578,681 girls) sat for the National Standard IV Examination in November 2007. Out of these, 897,203 (448,115 boys and 449,088 girls), equivalent to 78.2%, passed the examination (URT, 2008a). Pupils who fail this exam are forced to repeat the class. This system has created some negative effects such as overcrowding in Standard IV classrooms and insufficient teaching and learning materials, exacerbating the problem leading to more repeaters whilst also increasing the number of pupils who drop-out. Table 6 below provides more detailed information on the National Standard IV Examinations.

**Table 6: National Standard IV Examination 2007**

Enrolment for Examination			Examined			Passed		
Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
633,249	628,786	1,262,035	568,493	578,681	1,147,174	448,115	449,088	897,203

*Source: URT (2008b)*

In January 2009, the promotional aspect of the Standard IV examination was reviewed. As a consequence, the examination results would be used as a tool for identifying the strengths and weakness of pupils so that those who perform poorly are assisted through remedial teaching. Regional Education Officers (REOs) and District Educational Officers (DEOs) are to take up the new role and guide the teachers accordingly (ibid).

There has been a growing concern from various education stakeholders about the serious disconnection that exists in Tanzania between peoples' expectations about education and its conceptualization. Education is expected to produce graduates who are able to thrive in a dynamic world, meet challenges and solve problems, be entrepreneurial and create jobs and be critical and active citizens (TEN/MET, 2008; HakiElimu, 2007). Yet education targets rarely focus on outcomes of education and methods of assessment do not measure skills, creativity and critical thinking of the learner. PEDP has paid more focus on quantitative aspects of education at the expense of qualitative outcomes (ibid). Having realized significant achievements on quantitative aspects, it's high time for a more qualitative focus.

## 4. Capacity Building

### 4.1 Capacity Building of Regional and District Officials

In order to improve the quality of education, capacity building of different educational stakeholders cannot be underestimated. In 2007/08, 2,332 leaders and professionals such as REOs, DEOs, inspectors, regional and district academic officers, and coordinators to name a few were trained on PEDP management skills. According to URT (2008a), the training aimed to "equip the participants with the necessary knowledge, skills, and understanding which would enable them to effectively and efficiently carry out the implementation of PEDP II plans." Also the training intended to prepare the participants to be Trainers of Trainers (ToT) who could guide programme implementers at sub-district levels. The main focus of the training was: educational policy; roles and responsibilities of implementers; support and management of teachers; financial and material

management procedures; good governance and mitigation of corruption; curriculum, assessment and examination issues; and effective school management. In addition, a total of 142 Statistics and Logistic Education Officers from Shinyanga, Tanga, Mtwara, Iringa, and Mwanza were trained on Education Management and Administration.

Despite their important role of managing day-to-day school affairs including financial and procurement management, it was noted that school committees have not been trained since the first phase of PEDP ended in 2006 (URT, 2008a). Therefore it is argued that funds should be set aside for training this critical group for successful implementation of PEDP II.

It can be seen that initiative has been taken to address issues of misallocation of resources and ineffective budget management at a local and national level. "In FY 2007/08 the MOEVT in collaboration with PMO-RALG conducted PEDP management skills training to 2,332 leaders and professionals" (URT, 2008a: 11). However no timescale has been given as to when actual results of this initiative are likely to be seen in schools and teaching quality. Complementing the in-depth skills that are to be acquired through this initiative should be a more practical point. MOEVT needs to be held accountable to their actions, and releasing timelines are the only way this can be achieved.

## **4.2 Educational Management Information System (EMIS)**

Provision of adequate, accurate, timely, and reliable data and information is key for effective education provision in a decentralized system. This requires a well functioning EMIS to ensure that education stakeholders at all levels can generate and have access to reliable data and information about the education system. EMIS also ensures that educational policy decisions and planning are based on accurate and relevant data.

In the period under review, Basic Education Statistics in Tanzania (BEST) were produced including national and regional data. The booklet provides basic national statistics such as enrolment and participation, examination performance, and teacher distribution. The regional data includes physical facilities requirements and available versus shortage of schools. Based on this information, the overall situation that schools face is shortages of all relevant facilities such as classrooms, desks, and teachers' houses. However, it is worth mentioning that despite the fact that Basic Education Statistics (BEST) is the best official document that provides statistical data on various educational issues, when compared to the reality at the school, district or regional level, there still a problem of accessing, documenting and sharing of educational information with various stakeholders at local level. One will be surprised to see some primary schools do not have important documents such as PEDP. There is a need therefore for the Government, MoEVT in particular to strategically improve access, documentation and dissemination of information of all educational programmes at local level for effective participation of citizens and other education stakeholders.

In 2007/08, EMIS for the whole education sector continued to be strengthened by: developing strategies for capacity building on EMIS at the district level (with the objective of decentralizing EMIS functions in terms of data collection, processing, analysis, and reporting); developing a new user friendly database; and training 291 regional and District Education Officers from 21 regions and 121 districts and 14 officials from MoEVT headquarters on computer fundamentals and database management.

### **4.3 Strengthening of Information Education and Communication (IEC)**

The 2008 Annual Performance Report indicates that information on the execution of PEDP was provided to the implementers and other stakeholders through newsletters, calendars, planners, and the radio programme 'Boresha Elimu.' In the period under review, a total of 165,000 newsletters, 20,000 calendars, and 5,000 planners were prepared and distributed to schools and other stakeholders. The calendars and planners carried key PEDP II messages and statistics and figures related to the performance of the programme. Also 36 radio programmes and 12 advertisements on radio and TV were prepared and aired.

While commending government efforts to inform stakeholders and the public on the implementation of the programme, the majority of people, particularly in rural areas, do not receive this information. In addition, the report does not provide detailed analysis on the effectiveness of these dissemination efforts. As stakeholders, we would like to know how this information has added value to the implementation of the programme. Has the information enhanced stakeholders' participation? How friendly is the information to the end-users? If we are to assess the effectiveness of this information, then the above mentioned questions need to be taken into account. It is important therefore for the Government in future reviews to provide more detailed information so as to ensure there is value for money.

## **5. Strengthening Institutional Arrangements**

As pointed out by the Government (URT 2006a), strengthening institutional arrangements focuses on the optimal use of human, material, and financial resources within the education system. This was to be achieved through the Decentralization by Devolution (D by D) policy. Under this policy, councils are responsible for ensuring that all stakeholders and providers of primary education from the councils to the grassroots level are aware of their roles and responsibilities so as to successfully implement PEDP activities.

While these are good ideas in theory, there are evident practical failures; otherwise PEDP standards/targets would have been met. Perhaps the current capacity building initiatives, once they come into effect, will have a positive impact on this area. For now, the impracticalities are highlighted by the fact that even the supervisors and people who are meant to be responsible really haven't got much of an idea themselves.

The Annual Performance Report has highlighted the activities implemented without providing more detailed explanation/analysis on how these activities were implemented and the impact on the overall goal of improving quality of education. The report only mentions that school committees discussed the budget and endorsed expenditure at school levels, that Ward Educational Coordinators (WECs) in all councils were involved in monitoring, supervision, and coordinating school development plans, that regions continued with their responsibility of monitoring and supervision of PEDP implementation in councils to ensure that activities are carried out according to standards and policy directives, and that the central ministries (PMO-RALG and MoEVT) continued to provide policy and technical guidance to regions and councils regarding effective PEDP implementation (URT, 2008a).

In our view, it is equally important for the Government to provide a detailed analysis on how all these activities have contributed toward the provision of quality education. Related to this there is

a need for the Government to continue clarifying the role of different actors in the implementation of PEDP II.

## **6. Monitoring and Evaluation**

Monitoring and Evaluation (M&E) plays a key role in ensuring effective implementation of PEDP II within the framework of planned targets. It also provides feedback to education agencies, managers, school owners, and educational actors from basic education up to the vocational training levels on how the programme is being implemented. In FY 2007/08, two monitoring exercises were carried out in LGAs with the aim of ascertaining the level of disbursement of Capitation Grants (CGs) and Development Grants (DGs) at the council and school levels. It also assessed the availability of teaching and learning materials in schools, the construction of school infrastructure, the procurement of desks, the implementation of compulsory enrolment, and attendance by all school-age children in pre and primary schools (URT, 2008a).

The findings indicate that compulsory enrolment of pre and primary school children in all LGAs was on the increase. Enrolment for pre-primary was almost 90% while for primary school was 97.2%. The dropout rate stood at 6%. Also the findings revealed that the pace of development of school infrastructure remains slow—shortages of classrooms, teachers' houses, pit latrines, and desks stands at almost 60%.

Schools have been receiving CGs and DGs, but the common complaint has been the insufficiency of the funds to satisfactorily cover their expenditure needs. It was further observed that the procurement of books was moving slowly especially for grades I-IV which have been affected by the revised curriculum. On average, the BPR ranged from 1:5 to 1:12. The report (URT, 2008a) has also pointed that in some of the schools visited, the purchase of textbooks was not done properly and the funds were still in many school bank accounts.

All these shortcomings have a significant effect on the quality of education. It is incorrect to think that the quality of education will advance without first improving the quantity and quality of teachers, providing adequate teaching and learning materials, and improving school infrastructure (classrooms, teachers' houses, pit latrines, and desks). Inability of head teachers and school committees to properly purchase textbooks and a failure to use money which is already in their bank accounts for school improvement can be largely attributed to lack of capacity of these committees to handle such supervision and management roles. There is a strong need to enhance their capacity in financial management, procurement procedures, and supervision.

## **7. PEDP Financial Audit**

PEDP Financial Audit was conducted in 30 councils, namely: Monduli, Babati, Hanang, Mpwapwa, Njombe, Bukoba, Ngara, Kigoma, Same, Lindi, Tarime, Musoma, Mbeya, Morogoro, Masasi, Mwanza, Misungwi, Mkuranga, Sumbawanga, Songea, Bukombe, Tabora, Urambo, Kinondoni, Moshi, Mtwara, Sumbawanga, Singida, Shinyanga, and Tanga (URT, 2008a).

The main focus of this exercise was to follow up on the use of the allocated funds in schools, councils, and at the central level. The tracking of funds from the central government to councils

and schools was also observed. The report identifies Ngara and Njombe as the only councils that received unqualified reports from the Ministry of Finance (meaning their accounting processes were good)<sup>7</sup> and the rest received qualified reports with key issues relating to missing vouchers, supporting documents, expenditure ledgers, and reconciliation reports.

As table 7 below shows, the audit also discovered that there were delays in the disbursement of funds and materials (15 councils), inadequate supervision of classroom construction (two councils), payment made out of deposit accounts (two councils), lack of supporting documents (17 councils), and lack of expertise in the accounting software (four councils).

**Table 7: Type of audit findings as a percentage of District/Municipal Councils audited in FY 2006/07**

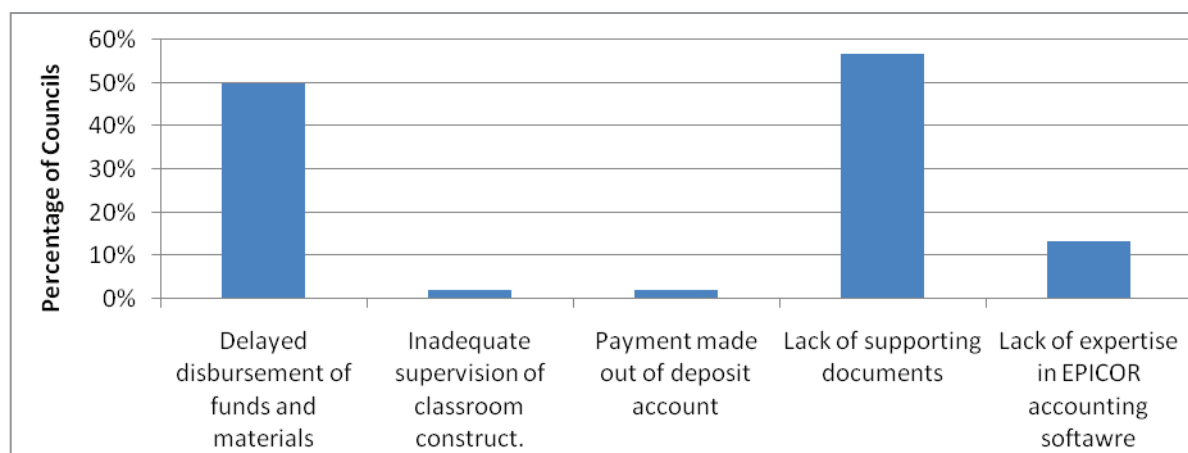
Type of audit findings	Number of District/ Municipal councils	% of total councils audited
Delayed disbursement of funds and materials	15	50
Inadequate supervision of classroom construction	2	6.7
Payment made out of deposit account	2	6.7
Lack of supporting documents	17	56.7
Lack of expertise in EPICOR accounting software	4	13.3

*Source: Adapted from URT (2008a)*

<sup>9</sup> See HakiElimu (2009), Monitoring our Money: The 2007/08 CAG Reports, Brief No. 09.6E, Dar es Salaam, HakiElimu.



**Chart 11: Type of audit findings as a percentage of councils audited in 2006/2007**



*Source: Adapted from URT (2008a)*

Chart 10 above indicates two major problems facing districts/municipal councils as far as financial management is concern. These problems are lack of supporting documents (56.7%) and delayed disbursement of funds and materials (50%). Inadequate supervision of classroom construction and payment made out of deposit accounts are the least problems (2%) being encountered by districts/municipal councils. The large number of district councils which had problems with supporting documents creates many doubts of whether public money is spent properly. On the other hand, delayed disbursement of funds and materials has resulted in failure of councils to timely provide the teaching and learning materials to schools thus affecting the quality of education provided to school children.

Although supervision of classroom construction according to this report seems not to be a big problem, studies have shown that there are cases whereby teachers' houses and classroom construction is sub-standard. HakiElimu (2007a) indicates that in some areas, the quality of workmanship was poor especially in the foundations, lintels, flooring, and walls. This was attributed to inadequate supervision and monitoring at council level. The 2006 Progress Report cites several reasons for the low number of classrooms constructed recently, such as insufficient funds released from the allocated budget and late disbursement of funds (URT, 2006b). To address these key issues (weaknesses), the Parliamentary Audit Sub-Committee made four recommendations apart from those made by CAG, these include:

- (a) National Audit Office (NAO) staff based in the regions to carry out follow up audits in the LGAs to see whether the recommendations by the auditors are implemented.
- (b) PMO-RALG should strengthen internal audit functions at LGAs in order to address most of the issues identified by the auditor.
- (c) The Audit Sub-Committee should be strengthened by adding to its members a senior officer from the Inspection Unit of the Local Government Department in the PMO-RALG.

- (d) The Audit Sub-Committee should arrange to conduct site visits in order to learn audit-related issues on the ground and advise accordingly.

While Tanzania mainland has a total of 133 districts, only 30 district councils were audited, equal to only 22.5%. The PEDP II Report does not explain why only 30 councils were selected and what criteria were used to select them. Additionally, more research needs to be conducted to determine the extent to which the above mentioned recommendations have been implemented.

## 8. Educational Research

The aim of research is to improve practice as a result of scientific qualitative interventions which should lead to enhanced teaching and learning in schools. It is one of the key aspects emphasized in PEDP II. In the period under review, two pieces of educational research were carried out with the main focus on poor performance of 2007/08 PSLE results and the effects of early pregnancy in primary school pupils.

According to the research findings, there were several reasons for poor performance on the 2007/08 PSLE. Firstly, the shortage of teachers and textbooks in some schools especially in the councils visited (Kondoa, Makete, Nanyumbu, and Same). Secondly, in most council there is inadequate in-service teacher training with no specific programmes, resulting in training in an ad hoc manner making it difficult to reach all teachers. Thirdly, is the underestimation of the existing Teachers Resource Centres (TRCs) as evidenced by lack of proper supervision, lack of facilities and lack of rehabilitation of the existing buildings, and fourthly, poverty of society and the tendency of some communities, particularly in coastal areas, to uphold outdated cultural practices which contribute to early pregnancy among school girls. Table 8 provides data on pregnancies by school grades.

**Table 8: Pregnancies by Grade in Tanzanian Primary Schools**

Grade	2006/07	2007/08
Grade I	0	0
Grade II	19	2
Grade III	66	26
Grade IV	364	218
Grade V	741	605
Grade VI	1391	1326
Grade VII	898	1017
<b>Total</b>	<b>3479</b>	<b>3194</b>

*Source: URT (2008a)*

As indicated in Table 8, cases of pregnancies actually declined by 4.7% from 1,391 cases in 2006/07 to 1,326 cases in 2007/08. However, Grade VI appears to be seriously affected by this problem, the number of pregnancy cases is very high in both years: 1,391 and 1,326 in 2006/07 and 2007/08,

respectively. However, we should congratulate the Government for efforts to initiate the dialogue on “A Girl-child Pregnancy Re-entry Policy” with all education stakeholders as one of the strategies to address this problem.

## **9. Cross Cutting Issues**

As per the PEDP II context, cross cutting issues cover HIV/AIDS, gender, and environmental education. The aim is to increase awareness of HIV/AIDS issues, gender equity, and environmental protection in primary education. Experience has shown that there is a tendency of forgetting cross cutting issues if these issues are not fully integrated or mainstreamed in the programme. While acknowledging efforts made by the MoEVT to mainstream these issues in the PEDP, there are concerns that the budget allocated for these issues is not enough. According to PEDP II document (URT, 2006a:44), only the estimated unit costs for cross cutting issues are shown, the breakdown of unit costs for each cross cutting issue is not indicated making it difficult to establish how much was budgeted and how much was spent for each cross cutting issues.

### **9.1 HIV and AIDS**

The HIV/AIDS programme in education aims at equipping pupils, teachers, and ministry staff with the knowledge, skills, and attitudes to protect themselves and others against HIV/AIDS and reduce the impact of HIV/AIDS on education delivery. In the year under review 135,000 copies of peer education books for Standards V-VII and 10,000 copies of devices for pupils with special needs were printed. In addition, a Situational Analysis Survey was conducted in 11 regions in Tanzania Mainland to map the implementation of HIV/AIDS programmes in order to refine the development of the HIV strategic plan 2008-2012.

However the report does not adequately explain how the pandemic has affected the education sector. This is important because it would have illustrated to the reader the magnitude of the problem and helped to assess the effectiveness of interventions. With the little information provided it becomes difficult to evaluate whether interventions had the expected outcomes and impacts. Similarly, with regard to devices for special needs education, the report does not indicate how many pupils or schools benefited from those initiatives. It is suggested that in the future, more detailed information should be provided.

### **9.2 Gender Issues**

Gender equity significantly contributes to the achievement of access, equity, and quality of education targeted in the EFA and MDGs objectives for the reduction of poverty, especially for girls and women.

In FY 2007/08, the Ministry's Gender Strategic Plan 2009-2013 was developed and is now being shared to all relevant Education Sector fora. A total of 21,000 gender sensitization posters were prepared and distributed to all schools and colleges, and gender Trainings of Trainers (TOT) were conducted in the Central, Northern, and Eastern zones. However the report does not indicate the number of people trained as TOTs or what the impact of this training was.

The National Consultative Meeting on re-entry policy for pregnant school girls was conducted to solicit public views on the issue. Additionally Zonal Consultative Meetings on the problem

of school girls' pregnancy were conducted in all zones and the report was presented to MoEVT management. A policy draft on the re-entry policy for pregnant school girls' problems was planned for completion in FY 2008/09.

Despite these initiatives and the significant improvements made towards realizing gender equality in the primary education sector, particularly in enrolment, in some areas gender disparity is still persistent. For example HakiElimu (2008a) indicates that there was a higher proportion (57.7%) of male disabled students enrolled in schools than female (42.3%). Also the Education and Training Policy of 1995 has pointed out that the percentage of girls who complete primary education has kept decreasing over period compared to their counterparts, the reasons being truancy, early marriages and pregnancies (URT, 1995). This calls for more commitment, strategies and resources to address this problem if we are to meet the EFA, MDGs and MKUKUTA targets.

### **9.3 Improving the Education Environment**

Integration of environmental education into primary schools as a subject is very important because it enables children to understand, value, and protect their environment. It also gives them an opportunity to acquire knowledge and skills about the environment that helps them to be creative in solving environmental problems and improving their social well being (URT, 1995).

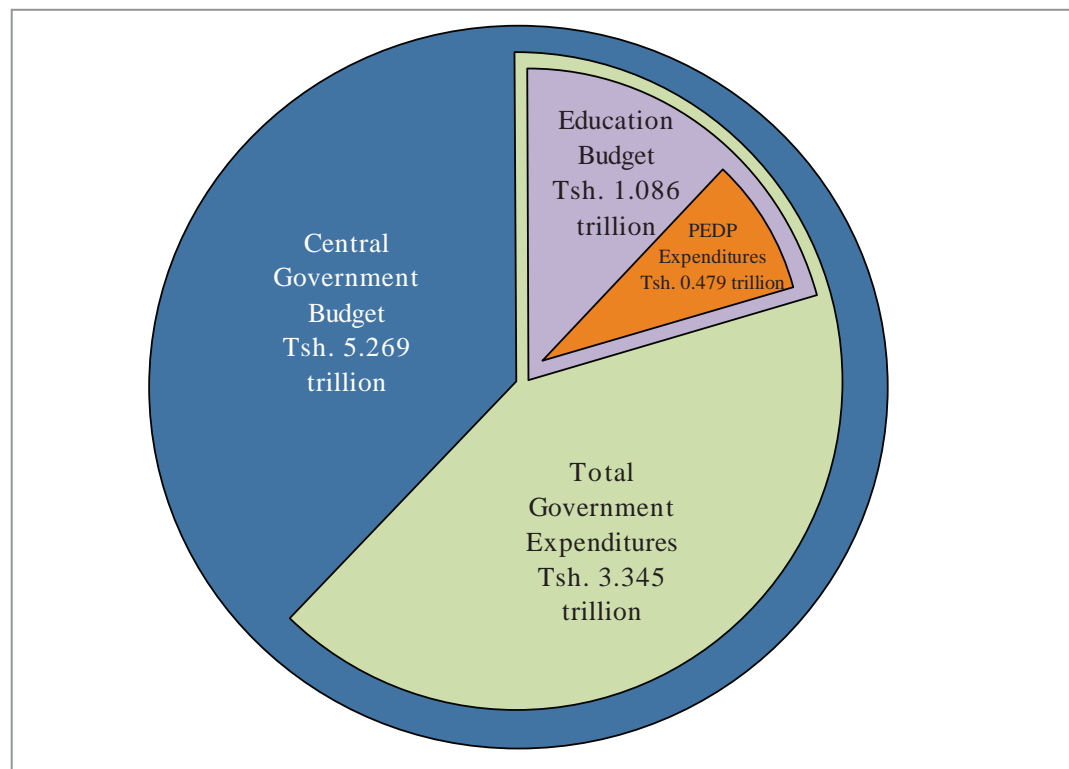
In 2007/08, workshops for teachers and school inspectors on how to use the 'Environmental Education Guidelines' were conducted. The aim was to enable teachers and school inspectors to use the Guidelines to integrate environmental concepts in all subjects taught in primary schools. It also aimed at enhancing networking among teachers and school inspectors and developed joint strategies to attain Education for Sustainable Development as a way of realizing the MDGs. Also in the period under review, the Environmental Education Strategy 2008-2012 was prepared. Areas to be included are health and first aid, food and nutrition, agriculture and animal husbandry as well as ways of generating income to reduce poverty whilst sustainably managing the environment. A total of 200 teachers and 50 school inspectors from three zones were trained. However, this was lower than the target of training 500 teachers in the same period and the report does not provide explanations as to why the target was not achieved.

## **10. Financing**

PEDPII activities continued to be financed by the Government of Tanzania and the Development Partners through General Budget Support mechanisms. LGAs, Community members, Civil Society Organizations (CSOs), and parents contributed to the implementation of PEDPII activities through direct cash and in-kind/labor force.

By looking at the PEDP II budget, one can relate the education budget to the central government budget. As shown by Figure 2 below, in the year under review, the central government budget was Tsh. 5.269 trillion from which total government expenditure was Tsh. 3.345 trillion. From the government expenditures, the Education budget was Tsh. 1.086 trillion from which PEDP II expenditures were Tsh. 0.479 trillion. Thus, in 2007/08 the Government spent 20.6% of its entire budget on education of which 44% went directly to PEDP.

**Figure 2. PEDP II Expenditure in relation to Education Budget Budget for FY 2007/08**

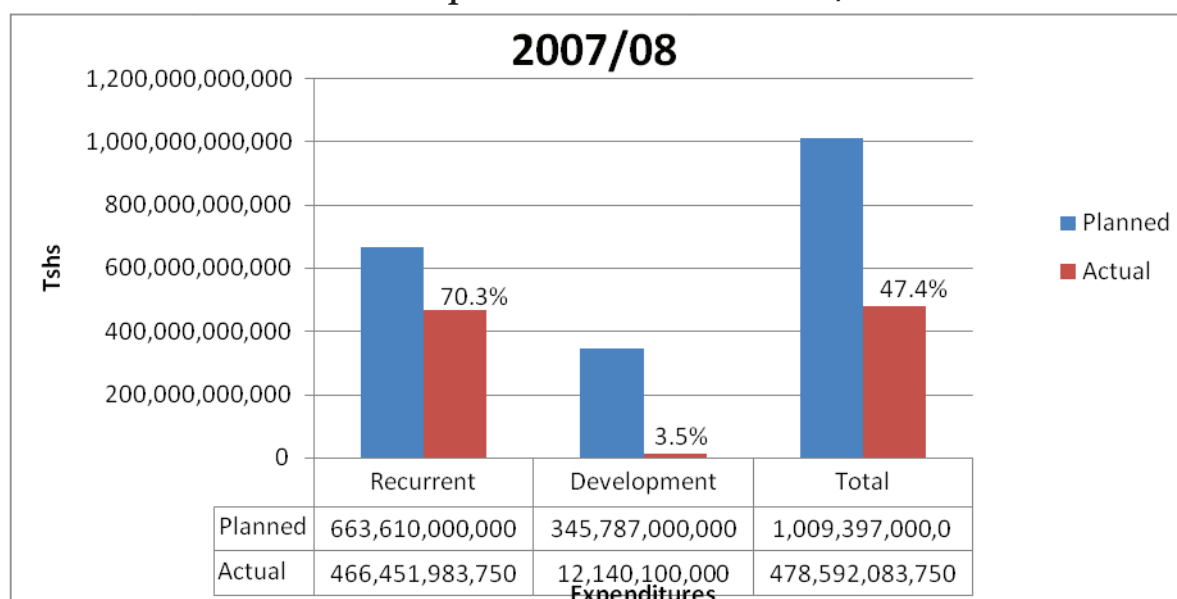


*Source: Adapted from URT (2009b) and URT (2008a)*

According to the analysis done by TEN/MET (2009), the Government has been allocating a large portion of the budget to education which has been between 15% and 19% in recent years although it is still below the expected minimum of 20%. The education sector budget has increased over the last 13 years from 15.3% of the total budget in 1995/96 to 19.8% in 2006/07. However, this trend changed in 2007/08 whereby the planned education budget decreased to 18.1%. Oddly, due to an overall smaller national budget by the end of the year (the planned budget was Tsh. 6.067 trillion while the final actual budget was Tsh. 5.269 trillion) the almost unchanged education budget (Tsh. 1.086 trillion) came to be 20.6% of the national budget, as above. As a share of GDP, the budget of MoEVT has increased over the same period from 3.8% to 4.9% of the total budget though still below the expected 6% of Gross National Income (GNI).

Despite this positive trend in education financing, the requirements of the education sector have not been met by the approved budget (ibid). As in Chart 12 below, actual recurrent expenditures were only 70.3% of the planned recurrent expenditures. The situation was even worse for development expenditure where only 3.5% of the planned funds were actually released by the government. The total actual expenditures for both recurrent and development expenditures was only 47.4% of what was planned for in PEDP II. The failure to release funds for development expenditures has significantly affected the construction of key school infrastructures such as classrooms, teachers' houses, and pit latrines.

**Chart 12: Actual expenditures against planned expenditures for PEDP II implementation in FY 2007/08**



Source: Adapted from URT (2009b) and URT (2008a)

Clearly the plan is very different from what actually happens. It seems that while on one day the government creates a noble plan for education development and the budget to support it, the next day they fail to release the funds that they themselves deemed necessary to implement such a plan. Of course, there are many actors in the national budget, including development partners. Recent research including that of the Controller and Auditor General reveals a certain extent of donor failure to supply the funds they promised at the stages of budget formation. The education sector may likewise be affected by this situation.

Recently the Government conducted a Public Expenditure Tracking Survey for primary and secondary education in 27 Tanzania mainland districts (URT, 2009c; HakiElimu, 2009b). The report indicates that Tsh. 544 billion was allotted to primary education through the state budget in the fiscal year 2007/08; the total central government allocation per primary student was Tsh. 65,595. However, the actual amount received by LGAs was Tsh. 473 billion (87% of the state budget). The average per student education budget dropped from Tsh. 65,595 (allocated by the central government) to Tsh. 57,023 at the local government level. The report explains further that the amount varied greatly with urban districts receiving more funding than rural ones.

These budget shortfalls have a significant implication on the implementation of PEDP II components, namely quality improvement, capacity building; and improvement in institutional arrangements, as most of these components cannot be implemented as planned.



## 11. Conclusion and Recommendations

### 11.1 Conclusion

PEDP II continues to gather momentum in terms of access, equity, and quality as a means of attaining the EFA, MDGs, and MKUKUTA goals. It is an ambitious programme that requires financial investment and sustained commitment from a wide range of stakeholders. The two years of PEDP II from 2007 to 2008 continued to contribute significantly towards improvements in education in primary schools across the country. More school-aged children continue to be enrolled in schools than ever before, and COBET programmes continue to mainstream out-of-school children into the primary education system. The trend in recent years, including the year under review, shows that enrolment of learners in COBET centers has been decreasing implying that most school-aged children are now enrolled in primary schools. More teachers have been trained and recruited to primary schools to cope with the increasing enrolment. Construction of classrooms, pit latrines, and teachers' houses has proceeded, although at a much slower pace than needed. Moreover, schools have started to receive more teaching and learning materials, and have more finances available to them than before. In addition, capacity building for key PEDP implementers is being provided.

However, despite these achievements, PEDP implementation has fallen short of its goals on a number of critical issues. The enrolment of children with disabilities remains very low, and resources to improve the school environment for such children have been extremely limited. Overall, the need to develop the physical infrastructure to support all pupils and staff in primary schools is still great. Shortage of pre-primary and primary school teachers and their retention is still a problem in most primary schools, particularly in remote areas. The pass rate of pupils sitting for the Primary School Leaving Examination has continued to decline in the last two years from 70.5% in 2006 to 52.7% in 2009 (URT 2009a), and the pupil-book ratio has continued to deteriorate from 3:1 in 2005 to 5:1 in 2008 indicating that the national target of achieving a 1:1 ratio by 2010 may not be realized. Further, there is a challenge in realizing PEDP objectives due to inadequate and unpredictable funds, hampering planning and project management and implementation. Additionally, significant regional variations are evident in enrolment rates, teacher-pupil ratios, and access to more highly qualified teachers. Despite significant improvements in NER in primary schools (97.3%) there remain 2.7% of eligible children who are not enrolled in schools (URT, 2008a), a good number of these coming from vulnerable groups.

Furthermore, there is lack of shared conceptual understanding among PEDP implementers, key decision makers, and the general public on core concepts like quality education and the curriculum. This creates a major constraint on the implementation of the programme, and there is a danger that such a narrow understanding will translate into a skewed focus on a limited number of indicators when it comes to resource allocation and accountability. This means there is a need of MoEVT to take deliberate measures to disseminate information, educate and create awareness of PEDP among stakeholders, especially among the implementers.

On top of all these, there is a concern from various education stakeholders about the serious disconnection that exists in the Tanzanian education system between the 'promise' or expectations of education and its conceptualization. While education is expected to produce graduates who are able to thrive in a fast-changing world, meet challenges, solve problems, and be critical thinkers, active citizens, entrepreneurs, and job creators, the education targets rarely focus on outcomes

of education, and methods of assessment do not measure skills and attributes. Both PEDP and SEDP seem to be focusing more on quantitative aspects of education at the expense of qualitative outcomes. This PEDP II review has categorically found that much work needs to be done to improve the quality of education in Tanzania.

## 11.2 Recommendations

In order to ensure that the intended objectives of PEDP II of improving access, equity, quality, and management are realized, and if PEDP is to deliver on policy aspirations and public expectations, the following recommendations must be considered:

- 1. *Focus teacher training on skills and pedagogy:*** Apart from having pre-service teacher education programmes, an ongoing school-based in-service teacher training programme is required to enable teachers to continually develop and upgrade their pedagogical skills and content knowledge. More attention needs to be paid to issues relating to teacher preparation, teacher welfare, and teacher development. Also more emphasis should be on upholding ethics of the teaching profession. There is a need to provide teachers with on-going support and collaboration to create a learning environment that encourages learners to fully develop their academic as well as critical skills such as problem solving, analysis, critical thinking, imagination, creativity, and self-confidence.
- 2. *More priority has to be given to teacher recruitment, deployment, and retention:*** The Government has to ensure that recruitment of qualified teachers is in line with and keeps pace with the expansion of pupil enrolment. This should be geared towards achieving the desired level of TPR of 1:40, otherwise the quality of education will continue to slide and learning outcomes will be further compromised. More investment should be on teacher recruitment, with practical incentives to encourage deployment and retention in difficult, underserved areas so as to ensure that PEDP objectives are realized.
- 3. *Ensure that the capitation grant is disbursed fully and timely:*** The capitation grant is one of the most important components for quality improvement at the school level. The review has found that this grant is being disbursed unevenly (across districts and among schools) and unpredictably, and in all cases the grant has not been fully disbursed. Moreover, disbursement of this grant does not take into account the effect of inflation. Although the same amount of money (USD 10) is being provided each year, because of inflation, its purchasing power has been declining with time. The Government should ensure that the capitation grant is disbursed in full and evenly across the year at a rate and schedule that is widely known to all stakeholders. Also the Government needs to take into account inflation when budgeting for the capitation grant.
- 4. *Ensure basic quality whilst expanding access:*** In both PEDP I and PEDP II, classroom construction and enrolment expansion have received far more attention than issues of educational quality. It has been argued by HakiElimu (2007) that where quality of education is poor, attendance and enrolment rates often fall drastically and learners fail to develop the skills and aptitudes that will enable them to succeed in life. Therefore there is an urgent need to devote more attention to quality improvement aspects of PEDP while putting more emphasis on supporting teachers' acquisition of pedagogical skills that are academically sound, child-friendly, and gender-sensitive as called for in

PEDP (URT, 2001).

5. ***Ensure equitable access to the poor and students with disabilities:*** Despite the significant increase of enrolment in pre-primary and primary education, access to education has been far from equal, and certain groups in society have been particularly affected. As noted by HakiElimu (2007) and URT (2008a), students with disabilities and children from pastoralist communities appear to be particularly excluded. New construction rarely takes the needs of pupils with disabilities into account; teachers and materials are scarce, and funding for disability issues remains marginal (HakiElimu, 2008a). The Government needs explicit targets, informed strategies, and concrete follow-up measures to ensure equitable access to primary education.

6. ***Ensure gender equity in providing quality education:*** While we recommend efforts and initiatives made by the Government to achieve gender equity, more deliberate efforts need to be taken to ensure that there is gender equity in accessing quality education and retention in all levels of education. There is a need now for the government and other stakeholders to focus more not only on the numbers (how many boys and girls have been enrolled in schools), but also to look at other special needs and capacity of girls as affected by cultural values, customs and policies and develop strategies to address them. The Government needs to ensure that construction directives which include gender considerations that stipulate a male: female ratio for construction of pit latrines (1:20 for boys and 1: 25 for girls) are adhered to thereby addressing the need for appropriate sanitary facilities, a factor which has an important impact of girls' enrolment and attendance. Also the Government needs to speed up the enactment of pregnancy re-entry policy and create conducive environment for its implementation to enable pregnant pupils to continue schooling.

7. ***Ensure transparency, accountability and access to information:*** Several studies (including CAG reports) have found that public funds for implementation of various development programs including PEDP, are not properly managed which has led to loss of money or construction of school facilities which do not reflect the value for money. In some cases it has been reported that access to information related to PEDP implementation is still a problem. This has negatively affected community participation in the implementation of the programme. It is therefore recommended that the Government should ensure that there is transparency in the implementation of PEDP II by making all relevant information available to the public and to other stakeholders who have interest in the programme. Also it has to make sure that public money is effectively and efficiently utilized to realize the intended objectives.

8. ***Use available research findings to improve quality of education:*** A number of researches on various aspects pertaining education in Tanzania have been conducted by research institutions (universities) and CSO. A lot of their findings and recommendations are lying in the shelves of these research institutions and CSOs. It is recommended that the Government should develop concrete strategies to make use of these findings and recommendations to improve quality of education in the country. The findings and recommendations should be used as input in planning and decision making processes.

In conclusion during this one-year period of implementation of PEDP II, a number of achievements have been realized in various programme components. These achievements are indeed the results of joint efforts of education stakeholders including school communities and

parents. However, as mentioned, challenges facing primary education still exist. The Government and all other stakeholders need to continue investing in primary education in order to address the above mentioned challenges and therefore be able to realize MDGs, EFA goals, and MKUKUTA operational targets.

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Primary Education Development Programme (PEDP) is a manifestation of Tanzania's commitment to the implementation of the Millennium Development Goals (MDGs), Education for All (EFA) goals, Tanzania Development Vision 2025, and MKUKUTA targets. Being the most significant intervention in the primary education sub-sector in the last decade, PEDP has attempted to make a difference in four main areas, namely enrolment expansion, quality improvement, capacity building, and strengthening institutional arrangements.

The achievements under PEDP I (2002-2006) were impressive; there has been significant increase of number of children enrolled in primary schools, the number of primary schools has increased and the transition rate from primary to secondary school also has increased. Despite these considerable achievements during PEDP I, a number of challenges still exist, which, if not adequately and timely addressed, might hinder the realization of quality education for all Tanzanian children.

PEDP II was initiated to scale up the achievements registered in phase one and address the weaknesses and challenges encountered during the implementation of PEDP I. Unlike PEDP I which focused on only four key areas, PEDP II expanded to include: Enrolment expansion with a focus on ensuring access and equity; Quality improvement; Capacity building; Cross-cutting issues; Strengthening institutional arrangements; Educational research; and Monitoring and evaluation.

Two years have passed since the implementation of PEDP II started in 2007, and thus it is timely to begin asking questions: Are the objectives being met? What achievements have been accomplished so far? What gaps and challenges are still evident? What lessons have we learnt that can strengthen primary education? What should be the role of the community in implementing PEDP?

It is from this background that HakiElimu has reviewed the implementation of PEDP II so as to provide answers to the above questions. The report provides a critical analysis of what has been achieved, problems and challenges encountered, and lessons learnt in its first year of implementation. Generally, the report provides a systematic and comprehensive overview of the progress of PEDP II implementation. It is expected that the report will inform policy makers, decision makers, and planners when planning and executing educational programmes and policies. Not only that but also it will inform the public on the progress of PEDP II and how the public can effectively engage in the PEDP II implementation, monitoring and evaluation.

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P.O Box 79401 • Dar es Salaam • Tanzania.  
Telephone: 255 22 2151852/3 • Fax: 255 22 2152449  
Email: [info@hakielimu.org](mailto:info@hakielimu.org) • [www.hakielimu.org](http://www.hakielimu.org)

