HakiElimu

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Our aim is to publish short, concise papers of about seven to ten pages. However, papers of up to twenty pages in length will also be considered. Submissions are highly welcome. They should be provided to us in hard print copy and in electronic format and addressed below:

The Primary Education Development Plan (PEDP)

A Summary

Rakesh Rajani and George Omondi

HakiElimu Working Paper Series No. 2003.6
**The Primary Education Development Plan (PEDP)**

**A Summary**

**Rakesh Rajani and George Omondi**

**Introduction**

The Tanzanian government has recognized the importance of investing in human capital in order to fight disease, poverty and ignorance. Since 1995, there have been a series of reforms to address the problems that have undermined education. The state of physical infrastructure has been in disrepair and there are shortages of major supplies. Many pupils learn in crowded, poorly furnished classrooms and have to share textbooks with 20 or more at a time. Teachers are poorly paid and ill prepared for the management and quality assurance tasks that they are to perform. Classrooms pedagogy and teacher-student relations are too often marked by disdain and violence rather than caring and mutual respect. Persistent poverty and debt has limited Government capacity to provide adequate resources for education, and households’ capacity to cope with increasing demands to pay for schooling. Another major challenge is HIV/AIDS, which has significantly eroded human capability and placed a large burden on people, which in turn has exacerbated impoverishment.

The Primary Education Development Plan (PEDP) 2002-2006 seeks to counter this challenge. It aims to provide real opportunity for all Tanzanians to access decent primary education as a major component of Tanzania’s fight against poverty. Education is the leading sectoral priority and is seen to be at the ‘heart of development’ in the Poverty Reduction Strategy (PRS). Consistent with Tanzania’s Vision 2025, the education to be sought is not one of any kind or quality. Rather:

> “Education should be treated as a strategic agent for mind set transformation and for the creation of a well educated nation, sufficiently equipped with the knowledge needed to competently and competitively solve the development challenges which face the nation. In this light, the education system should be restructured and transformed qualitatively with a focus on promoting creativity and problem solving.” (Vision 2025 p.19, quoted in PEDP p. 3).

Principles of “access, equity and quality for all children” underpin PEDP (p. 2). This is consistent with Tanzania’s international commitments in relation to the Convention on the Rights of the Child and Education for All (EFA). Importantly, PEDP pays particular attention to governance issues within the context of devolution of authority and resources to local levels, consistent with Local Government reforms (LGR). Emphasis is placed on transparency, democracy, participatory decision-making and accountability. Finally, PEDP also reflects the Government’s commitment to develop a coherent

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1 This summary has been written to make the Primary Education Development Plan (PEDP) more widely accessible to development practitioners, advocates, activists and the broader public. We hope it will foster informed public debate on the direction of primary education and progress realized to date, because such debate is essential to democracy and development.

2 Rakesh Rajani is the Executive Director of HakiElimu. George Omondi is a student at the University of Dar es Salaam and an intern at HakiElimu.

3 All references here unless noted otherwise are from PEDP or its Annex on Strengthening Institutional Arrangements.
‘sector-wide approach’. This means that all of the Government’s work in primary education and the support of donors is to be organized through PEDP, rather than separate fragmented approaches that bring uneven development and are costly to manage.

**Key PEDP Components**

Many people believe PEDP is about classroom construction and increasing enrolment. It is that and much more. PEDP has four major components: enrolment expansion, quality improvement, capacity building and optimizing human and financial resources, and institutional arrangements. From the outset, PEDP recognizes that all four components are important, that they are inter-dependent, and that they need to be pursued together.

1. **Enrolment Expansion**

   PEDP aims to ensure all children who are 7-12 years old are enrolled into Standard 1 by 2004. Annual enrolment in Standard 1 is projected to increase by over 50% to about 1.6 million during each of 2002-2004, before stabilizing again at about 1 million starting in 2005 (see table). This will enable most of the ‘backlog’ of children out of school to access formal schooling, but a smaller number of older children will be covered through complementary basic education approaches. The main strategies for expanding enrolment are as follows:

   - **Abolish school fees:** To “abolish school fees and all other mandatory contributions from January 2002 so that no child may be denied schooling” (p. 5).

   - **Recruit and motivate teachers:** To “recruit, train and deploy adequate numbers of primary school teachers in ways that will effectively accommodate the big increases in pupil enrolment”, and to “ensure an equitable and gender-balanced distribution of trained teachers” (p. 6). Incentives will also be given to teachers working in the hardship areas to ensure adequate staffing. Provision of housing and the establishment of good career prospects for teachers are key strategies in this regard.

   - **Construct classrooms and teachers’ houses:** To “construct additional new classrooms” (including water and sanitation facilities), “provide teacher housing as a deployment incentive, with a priority given to female teachers in rural remote areas”; and to “provide teacher housing for 30% of new recruits per year” (p.7).

Table: PEDP Enrolment Related Targets 2002-2006 (pp. 5-7)

<table>
<thead>
<tr>
<th>Year</th>
<th>Std 1 admissions</th>
<th>New teacher recruitments</th>
<th>New classroom construction</th>
</tr>
</thead>
<tbody>
<tr>
<td>2002</td>
<td>1,500,000</td>
<td>9,047</td>
<td>13,868</td>
</tr>
<tr>
<td>2003</td>
<td>1,600,000</td>
<td>11,651</td>
<td>13,396</td>
</tr>
<tr>
<td>2004</td>
<td>1,640,969</td>
<td>10,563</td>
<td>14,203</td>
</tr>
<tr>
<td>2005</td>
<td>1,041,880</td>
<td>7,286</td>
<td>6,794</td>
</tr>
<tr>
<td>2006</td>
<td>1,065,843</td>
<td>7,249</td>
<td>5,832</td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td><strong>6,848,692</strong></td>
<td><strong>45,796</strong></td>
<td><strong>54,093</strong></td>
</tr>
</tbody>
</table>
2. Quality improvement

PEDP aims to revitalize and improve the quality of primary education by focusing on three main elements: a) improving teachers’ teaching styles and methods, b) ensuring the availability of good quality learning and teaching materials; and c) ensuring standards are maintained (p. 9). Specifically these are:

- **Improve teachers’ pedagogical skills:** Teachers will be supported to teach in a manner that is “academically-sound, child-friendly and gender sensitive” (p. 9) and use methodologies that emphasize the development of life skills, particularly in light of HIV/AIDS (p.10). In-service and pre-service training of teachers will be based on these principles. A sum of USD 40 (about Tshs 40,000) will be provided for every teacher every year for in-service development (p. 10).

- **Increase teaching and learning resources at the school level:** PEDP will create “school environments that are conducive to learning” (p. 11). By year 2006 every pupil is expected to be able to access his/her own textbook. Most importantly, “in order to introduce a reliable income stream for essential non-salary expenses at school level, a Capitation Grant equivalent to USD 10 per enrolled child will be instituted nationwide as of January 2002” (p.11). Initially USD 4 of the capitation grant will be sent to districts “to acquire textbooks and other teaching and learning materials” (p. 11), but this too will eventually be given to schools. Consistent with the Government’s commitment to devolve power to the community level, the capitation grant will be sent to schools who “will decide how best to use the funds” (p. 11).

- **Enable leaders to support teachers:** Education leaders (inspectors, tutors, head teachers, etc) will be trained to provide effective support to the teacher, instead of just orders and instructions (p. 9).

3. Capacity Building

PEDP aims to strengthen capacity and competence of staff at all levels in order to achieve efficiency, decentralized governance, public participation and empowerment of local communities. The programme has four main elements:

- **Train and motivate teachers:** The teacher training curriculum will be reviewed to ensure it provides adequate pedagogical skills. The Government will train large numbers of new teachers, estimated to be 46,000 over the five year PEDP period. Good career prospects and terms of service will be provided to teachers and “financial obstacles facing new recruits will be eliminated” (p. 12).

- **Build capacity for school management:** Management training will be provided to head teachers, school committees, ward education officers and other staff so as to improve quality, accountability and efficiency and promote popular participation, gender equity and ability to deal with the impact of HIV/AIDS. In this regard, “all staff and stakeholders” responsible for PEDP will be provided with “basic PEDP information and guidelines” and skills oriented training (p. 13). A major emphasis is placed on the school committee, which will be provided with training on new roles and responsibilities, supported by provision of USD 500 (about Tshs 500,000) per school (p. 13).

- **Strengthen financial management:** Financial management will be strengthened from national to school levels, especially regarding accountable use of the capitation, development and capacity building grants. The main aspects here include the development of procedures, manuals, and training for accurate
accounting, reporting and auditing of PEDP funds. The “concepts of accountability and transparency in the use of public funds will be emphasized” and information on the use of PEDP funds will be “provided to all levels of the education system, including to parents and communities” (p. 14).

- **Improve education management information system:** The Education Management Information System (EMIS) will be updated and managers trained to ensure communication of accurate information quickly to stakeholders throughout the system (p. 14).

4. **Institutional Arrangements**

The fourth component of PEDP is to strengthen the institutional arrangements throughout the education system so as to promote democratisation, decentralized accountability, greater public participation and the devolution of financial management to the school levels. This is to be accompanied by increased funding for the school level. A critical aspect of this is to ensure that timely information about PEDP is provided to all stakeholders, including pupils, parents, teachers and education administrators throughout the country. The *Strengthening Institutional Arrangements Annex* is perhaps the most elaborate aspect of PEDP. It covers the roles of the various ministries and local authorities such as councils, ward level and school committees. The key features of the Institutional Arrangements are highlighted below:

- **Overall Oversight:** The ESDP Steering Committee which is constituted at the Permanent Secretary (PS) level and is led by the PS in the Prime Minister’s Office is responsible for overall coordination of PEDP. Under this level the Basic Education Development Committee (BEDC) is charged with the responsibility of overseeing the development of education programs, plans and reviews in line with government policy (p. 20). The BEDC is a broad based body that includes representatives from the Government, NGOs, teacher trade union and donors.

  The President’s Office – Regional Administration and Local Government (PORA) has the responsibility to ensure effective delivery of primary education by district authorities, and to provide strategic leadership and capacity building consistent with principles of local government reform. The role of the Ministry of Education and Culture is to, in a collaborative manner, set policies and regulations, and establish standards for evaluation and quality assurance. Both ministries are responsible for review, and information collection and dissemination to all stakeholders.

- **School Committee:** This is perhaps the most important institution in the PEDP framework. Every school is required by law to have a school committee. The main functions of the school committee are planning, budgeting and implementation of the school development plans in a manner that involves pupils, parents, staff and other stakeholders. Within broad parameters the committee is to determine the best use of the capitation, development and capacity building grants, and to monitor and report on their use. The committee is required to function democratically and be more responsive towards community interests. Greater inclusiveness and accountability are essential, and to be reflected in the composition of the school committee.

- **Pupils’ Councils and School Barazas:** Under PEDP pupils are to play a key role in school management. The Pupils’ Council, which consists of two elected representatives from Standards 3 to 7 (and 2 to 4 representatives of special groups such as children with disability), is to meet once a month to discuss and
promote pupils’ interests. From the Pupils’ Council two pupils (one male and one female) will be democratically elected by their peers as representatives to the school committee. A teacher is to attend the Pupils’ Council meetings as an observer to facilitate capacity development and information sharing, but he/she is to avoid dominating proceedings (Appendix 6).

- **Village/Mtaa Level**: The key roles of the Village/ Mtaa Council include exercising general oversight over the school committees and enhancing public access to education information. They also mobilize parents and guardians to enrol children and provide voluntary contributions, and involve NGOs and CBOs in supporting PEDP.

- **Ward Level**: The ward is a critical intermediary between the school/community and district levels. The Ward Development Committee is responsible for the general oversight of PEDP implementation in the ward, and mobilization of popular support for PEDP including from NGOs and CBOs. The Ward Education Coordinator is to ensure all school-age children are enrolled and to provide information on education to all stakeholders at the ward level. She/he also assists in identifying priorities for school development.

- **Local Government Authorities (LGAs)**: LGAs, which include the District Education Office (DEO), have the responsibility to oversee implementation of development programmes at the district level. Under PEDP, LGAs will shift from direct execution of activities to providing technical and organizational assistance to school committees and village councils. Their roles include the preparation of participatory development plans, monitoring and evaluation of PEDP implementation, transferring funds and offering technical support to school committees and communication of relevant information to all stakeholders. LGAs are required to involve NGOs and CBOs in this process.

- **Donors and NGOs**: PEDP encourages the involvement of donors and NGOs in education affairs in the country. For donors, the approach where each donor selected its own focus and set up parallel, separate project implementation units is to be abandoned. Instead, donors are to realign their support to the overall sector-wide plan and support the development of government plans and systems. Donor funding is to be channelled through budget support or basket funding modalities and within the framework of Government’s Medium Term Expenditure Framework (MTEF) and the Public Expenditure Review (PER).

The government also appreciates the participation of civil society actors including NGOs and CBOs. Their main roles are to participate effectively in planning, implementation, monitoring and reviewing of education activities at all levels. NGOs are encouraged to contribute knowledge, expertise and resources to improve primary education, and to undertake policy analysis and advocacy. Representatives of both donors and NGOs are full members of the BEDC.

**The Budget**

Allocations to primary education will need to increase significantly to incorporate PEDP’s access, quality, capacity building and governance objectives. Major
expenditures include teacher salaries, teacher training, and the capitation, development and capacity building grants.

Total Projected PEDP Budget (in Billions of Tshs) at 2001/2 rates (p. 23):

<table>
<thead>
<tr>
<th></th>
<th>2002</th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
<th>Total (5 years)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>299.5</td>
<td>323.0</td>
<td>364.4</td>
<td>344.6</td>
<td>356.4</td>
<td>1,687.9</td>
</tr>
</tbody>
</table>

Precise costs are yet to be worked out for all PEDP components and may lead to the revision of these figures. The Government is committed to devote 25% of its overall recurrent expenditure to the education sector. Of this, 62% will be allocated to primary education. Better revenue collection by Government should mean more resources are made available for education.

Despite this, a large financial gap is still projected between available and needed resources. The Government will negotiate for higher financial contributions from donors for both the recurrent and development costs. This is in line with the commitment made by the international community at the Education for All (EFA) Conference in Dakar in 2000, “that no country with a credible plan for improving primary education will fail to do so due to lack of resources.”
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Equity, Justice and Transformation in Education:
The Challenge of Mwalimu Julius Nyerere Today

Marjorie Mbilinyi