

PEDP IMPLEMENTATION IN MVOMERO DISTRICT IN TANZANIA: ANTICIPATIONS, REALITIES AND WAY FORWARD

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ABSTRACT

Provision of education in Tanzania has been accorded greater emphasis with the government putting more weight on the development of basic education. This kind of education is seen as the right to everyone in the country. Without this type of education a person can encounter so many problems that he/she cannot solve easily. It is the education that once given effectively opens the gates for further human development. In fact once basic education is not given effectively, the progress and performance of a person in other levels tends to be poor. The government therefore has focused much attention on this type of education because of its role in setting a foundation for other levels. This paper therefore has been prepared to discuss the extent to which the Primary Education Development Plan was implemented in Mvomero district with the purpose of identifying successes and challenges that were encountered. The paper also provides a way forward toward success in the implementation of PED II. The paper is based on a research which was conducted in Mlali and Mzumbe wards in Mvomero district. The study employed interview, questionnaires, observation and documentary review in obtaining data. During execution of the research the researchers applied a case study design. The findings of the study were also compared with other studies in order to have a comprehensive picture regarding PEDP implementation in Tanzania

Descriptors: *Education, Primary Education Development Plan, Human Development, Poverty Reduction, Economic Growth, Capitation Grant, Book-Pupil Ratio, Teacher-Pupil Ratio.*

1.0 INTRODUCTION

Education has long been considered as a fundamental human right as it is the key to sustainable development and peace and stability within and among countries and thus indispensable means for effective participation in the societies and economies of the respective countries (Dy and Ninomiya, 2003). Committed to this perspective the United Nations launched a Declaration for Human Rights in 1948, in which the Article number 26 states:

Everyone has the right to education. Education shall be free, at least in the elementary and fundamental stages. Elementary education shall be compulsory. Technical and professional education shall be generally available and higher education shall be equally accessible to all on the basis of merit.

The Government of the United Republic of Tanzania also recognizes the central role of education in achieving the overall development goal of improving the quality of life for its citizens. It considers the provision of quality Universal Primary Education for all as the most reliable way of building a sustainable future for the country. This is well articulated in the Tanzania Development Vision 2025 and National Strategy for Growth and Reduction of Poverty. Tanzania is also a signatory of several international agreements, including that on Education for All (EFA) and the Millennium Development Goals (MDGs) (Sitta, 2007).

Investment in education is done at three levels, these are: Primary, Secondary and Tertiary or Higher level. Primary education equips one with basic skills and is defended from a human rights perspective to be granted to citizens by all governments, and from the perspective of being a public good. Secondary and higher education aims at meeting global challenges in Science and

Technology as well as organizations of production processes and markets (Sitta, 2007).

Lessons learned from developed and newly industrialized countries point to the fact that investing in education leads to faster growth. Furthermore, countries that have equalized their education achievements for men and women in the last several decades have on average grown faster. It is for this reason that developing countries, especially in Sub-Sahara African, are now paying greater attention to investment in education Tanzania included (REPOA, 2003).

The entire nation's independence, the country's leaders proclaimed ignorance as an enemy of progress, together with poverty and disease. Strategies were laid down, plans were drawn, and investments were made to expand education in the country. Tanzania witnessed an unprecedented development of primary and secondary schools, as well as the establishment of its first university (The University of Dar es Salaam). Primary education was made universal, schools were built in every village, and adult education was supported to impact literacy to the many unfortunate citizens who had never seen the inside of a classroom. The result was high enrolment in primary schools and remarkable literacy rates in the country, as well as an increased number of professionals and technicians. Tanzania was one of the countries with the highest literacy rates in Africa, reaching 98 per cent by the mid 1980s (Gepson, 2004; Sitta, 2007). This rate has declined by 20 per cent for the past thirty years, a situation which is deeply worrying education stakeholders in the country (Tambwe, 2010).

The decline in literacy rate signals that ignorance, poverty and diseases will be endemic problems in the country. As such, Tanzania has focused its development strategies to combating these vices and investment of human capital is recognized as central to improving the quality of lives of Tanzanians (Galabawa,

2001). Thus, with the concern on the decline of education quality as well as other problems like dropout, early pregnancies, absenteeism and truancy in Tanzania, the government has, since 1995, introduced a series of education reforms in order to address the situation (URT, 2004). Effort by the government to the existing problems in the education sector were made through the education sector development programme [ESDP, 1995] with the Primary Education Development Plan (PEDP) as a first outcome in the sector wide approach (Gepson, 2004). PEDP works concurrently within auspices of the Education and Training Policy (ETP, 1995) and in the context of overarching national strategies such as Poverty Reduction Strategy II, (now the National Strategy for Growth and Reduction of Poverty (NSGRP or MKUKUTA in Kiswahili, 2004).

As far as provision of basic education is concerned, the PEDP's focus areas include enrolment expansion, quality improvement, capacity building and strengthening institutional arrangements (URT, 2001). The government ordered all children of the ages between 7 and 12 years be registered for primary education (URT, 2002b). In the process of implementing, all school fees and mandatory contributions were abolished (Rajani, 2004). This led to the increase in enrolment by over 100% just in a year (Gepson, 2004). During implementation, as part of intentions that were enshrined in PEDP the government embarked on the strenuous task of building more classrooms in each district but the rate of construction was lower than the rate of enrolment leading to overcrowding (Rajani, 2004).

Also, PEDP aimed at increasing teaching and learning materials so that by 2006 every pupil should have his/her own textbook (Rajani and Omondi, 2003). Through phases, the Government aimed that by 2002 the book-pupil ratio should be 1:3 and 1:1 in 2006 (URT, 2001:10-11). The increase in textbooks meant

improving the learning process among the pupils. It was important to investigate whether this objective had been achieved or not.

Government had also planned to improve teacher-pupil ratio to 1:45 instead of the current ratio which varies from 1:59 in some schools such as those in Kilimanjaro and 1:74 in other primary schools such as those in Shinyanga region (URT, 2004a). In fact, the problem is even more serious in schools which are in Ilemela District where the teacher-pupil ratio is 1:200 or more (Sumra, 2003; Ngalo, 2012). Improvement of the teacher-pupils ratio could be attained through training and recruiting more teachers and through constructing more schools and classrooms so that each class could accommodate 45 pupils only by 2006 (Madale, 2005). Therefore, it was important to investigate whether the PEDP targets have been attained or not, and if not what have been the constraints.

2.0 Tanzanian Education before Primary Education Development Plan (PEDP)

The situation of the Tanzanian education sector at independence was not good because of the utter negligence by the colonial power, Britain. The education structure inherited was based on race and religion (Omari, 2002). In terms of race, there were exclusive schools for Indians, Goans, Africans, and Europeans. African schools were least provided in terms of teachers, facilities and capitation grants; European schools were the best provided. In terms of religion, there were schools for Lutherans, Catholics, Anglicans and Muslims; and government secular schools (Omari, 2002). Realising such an inimical situation in the education system, the first task of the state was to establish the education Act in 1962 to abolish the schools based on race and religion (ETP, 1995; Omari, 2002).

In order to ensure that the education that was provided was relevant, Education for Self- Reliance paper was produced in

1967. The move was to ensure that the education that was provided could not produce an elite class for white-collar jobs, who characteristically on joining secondary schools quickly got alienated from their villages and ecologies. The policy direction was to impart socialist attitudes and values of cooperation and sharing, and appropriate skills – basically for menial work, rural tailored, meant to enhance rural affinity and economic productivity – and changing the curriculum to include and integrate theory and practical skills (Omari, 2002).

In 1974, access to education services became a matter of great concern by the Government. This had to do with improved participation of the schooling age population through expanded capacity and affordability of the education services. To expand the capacity and make education more accessible to people of all social groups, Omari (2002) observes that there was abolition of school fees that took place after the launching of Universal Primary Education (UPE) programme in 1974. Universal Primary Education (UPE) was an ambitious programme that was aimed at ensuring that all children between ages of 7 and 13 years were enrolled in primary schools by 1977 (URT, 1974). There followed a lot of campaigns to encourage parents to register their children. There was a significant enrolment and the rate reached 98% in 1979 (Kuleana, 1999).

Nonetheless, the situation did not persist as it was planned due to the fact that the programme was implemented in too much haste and without adequate preparations in terms of training more and competent teachers, building enough classrooms, providing desks, textbooks and other teaching and learning materials (Mosha, 1995). Furthermore, there was a problem of huge enrolment that did not correspond with the available human, financial and material resources (Masudi, 1995). Also, economic crisis that took place after the war between Tanzania and Uganda worsened the situation and the country was forced to introduce cost-sharing

that in turn led to the decline of enrolment rates (Rajani, 2004). Kuleana (1999), for example, notes that the Gross Enrolment Rate (GER) dropped from 98% in 1979 to 77% in 2000. Sumra (2001) also adds that performance in primary school examinations became poor and now the concern of many parents as well as the Government in Tanzania was on quality issues.

3.0 Educational Reforms and the Genesis of the Primary Education Development Plan (PEDP) in Tanzania

Since 1995 the Government has introduced a series of educational reforms through a sector-wide development programme, in order to address the existing problems in the sector (URT, 2001). Primary education sector has been given great attention since it is intended to provide basic education for all mankind as it was advocated in the conference for Education for All in Jomtien, Thailand in 1990 and later emphasised in the Dakar conference in 2005. It was also aimed at attaining the Millennium Development Goals among which emphasis was given to the provision of basic education in order to confront illiteracy and combat poverty. All along, the primary education sub-sector has been facing a lot of challenges which above all stem from an education system that has been trying to educate a very large number of children from relatively poor households. All along, this has been done within the constraints of a chronic public resource shortage. Addressing these issues is not a straight-forward task because the problems and their causes are interlinked within the education system itself and with many factors external to the education sector (URT, 2001).

The URT (2001) argues that within the system the most critical problems are related to a constellation of factors that support the quality of teaching and learning processes in the classroom. Many pupils learn in crowded, poorly furnished and unfinished classrooms, and often have to share textbooks. Many teachers are poorly qualified and poorly deployed, but in any case often are

trying to do a good job within a minimum of basic resource. The curriculum is often seen as too diverse and in some ways irrelevant for many of the pupils and their life needs. Many teachers, head-teachers and other education support staff are also poorly prepared for the management tasks demanded of their roles, but also often are trying to work to the best of their ability in isolated and under-resourced contexts.

Regarding the external factors, the URT (2001) says that the most significant external factor was related poor economic condition both at a national level and at the household level. Many households with scarce financial resources have to make difficult choices about investing in the education of their children. Over the years, enrolment and achievement rates have been declining, while non-attendance and drop-out rates have been increasing. Currently, the dreadful impact of the HIV/AIDS and social crisis is having a serious effect on human capacity to run the education system, as well as on the educational prospects for children of AIDS victims. Finally, an increasingly significant challenge comes from a desire for Tanzania to proactively take a place in a new global arena, with the consequent demand for individual and national human resource development geared towards modern technological advancements.

The challenges explained above are some of the forces that forced the Government to embark onto a reform process. The desire to improve the provision and quality of education resulted in the formulation of the Education and Training Policy (ETP) in 1995. The Education and Training Policy (ETP) encompasses the entire education and training sector. Major objectives of this policy are to achieve increased enrolments; expansion and optimum utilisation of facilities; and operational efficiency throughout the system. Other broad policy aims include enhancing partnerships in the delivery of education, broadening the financial base and the cost-effectiveness of education, and streamlining education

management structures through the devolution of authority to schools, local communities and local government authorities (URT, 2001).

Following the formulation of the Education and Training Policy, a sector-wide approach to education development was initiated to help achieve the Government's long-term development and poverty eradication targets, and to redress the problem of fragmented interventions. The essence of the sector-wide approach adopted in the Education Sector Development Programme (ESDP) is collaboration by key stakeholders, using pooled human, financial and material resources, for the tasks of planning, implementing, monitoring and evaluating education. This approach establishes new relationships which promote partnership amongst all groups of people with a vested interest in education (URT, 2001).

Primary Education Development Plan (PEDP) is one of the first outcomes of the Education Sector Development Programme (ESDP) and according to Hakielimu (2003) is perhaps the most ambitious attempt, after the Universal Primary Education (UPE) drive in 1977, to affect primary education in Tanzania. Primary Education Development Plan (PEDP) goes beyond the aims of the Universal Primary Education (UPE), which was primarily concentrating on expanding access. It is more comprehensive in its scope. This means that, in addition to addressing access, it includes an emphasis on improving the quality of teaching and learning, increasing funding available at school level and making institutional arrangements more democratic and transparent throughout the system (ESDP,2001). Sumra (2003) adds that if implemented successfully the Primary Education Development Plan (PEDP) can transform the nature of schooling in Tanzania and help ensure that every child is able to enjoy the right to quality primary education.

4.0 Primary Education Development Plan Framework

According to URT (2001) the Primary Education Development Plan has four strategic priorities. These include enrolment expansion, quality improvement, capacity building and optimising material and financial resource utilisation. The four Primary Education Development Plan components are constructed around these strategic priorities.

In expanding enrolment the Government required that all children who are 7 to 12 years old be enrolled into standard one by 2005; and school fees and all other mandatory parental contributions be abolished from January 2002 so that no child might be denied schooling (Rajani, 2004). The new admission targets were established by the Government and they were as indicated in table 1:

Table 1: New Admissions Targets in Education in Tanzania

Year	Admission Target
2002	1,500,000
2003	1,600,000
2004	1,640,969
2005	1,041,880
2006	1,065,843

Source: URT (2001:5) *ESDP: Primary Education Development Plan (2002-2006)* Dar es salaam: Basic Education Development Committee, MOEC.p.5

Hand in hand with the expansion of enrolment of children, the Government also planned to recruit and deploy more teachers. It decided to work with the local government authorities (LGAs) in a process of recruiting, training and deploying adequate numbers of primary school teachers in ways that would effectively accommodate the big increases in pupil enrolment, and the increases in staff attrition rates as a result of various factors,

including AIDS-related deaths. The new teacher recruitment targets were as indicated in table 2.

Table 2: New Teacher Recruitment Targets in Primary Education in Tanzania

Year	Target
2002	9,047
2003	11,651
2004	10,563
2005	7,286
2006	7,249

Source: URT, 2006:6.

The objectives of recruiting more teachers included: to establish teacher to pupils ratio that could effectively accommodate enrolment increases, that is 1:45; to ensure equitable and gender balanced distribution of trained teachers and to increase teacher-to – pupil contact time through effective teacher management (URT, 2001).

Another task that the Government had to embark on was the construction of classrooms in order to accommodate an increased number of pupils. The Government ordered that each district should make sure that more classrooms are constructed (Rajani,2004). The Government set new targets for classrooms construction as shown in table 3.

Table 3: New Classroom Construction Targets in Primary Education in Tanzania

Year	Construction Target
2002	13,868
2003	13,396
2004	14,203
2005	6,794
2006	5,832

Source: URT, 2001:7

Also, the implementation of the Primary Education Development Plan had to go hand in hand with the improvement in the availability of good quality teaching and learning materials. According to Rajani (2004), the availability of relevant teaching and learning materials could enhance the quality of education processes. URT (2001) maintains that textbooks are one critical factor in successful learning and the Primary Education Development Plan (PEDP) makes this a key focus. Therefore, the Government had intended to provide adequate number of teaching and learning materials in order to achieve pupil/book ratio of 1:3 in 2002 and 1:1 in 2006 (Rajani, 2004). Primary Education Development Plan Capitation Grant was made a key mechanism for acquiring textbooks and other materials that would stimulate teaching and learning processes, and for providing other non-salary items that would improve the general learning environment.

Undoubtedly, the implementation of the Primary Education Development Plan (PEDP) was the most significant intervention in the primary education sector in the last two decades. PEDP was developed to revamp primary education in the education in the country by addressing problems that had arisen in the sector (Sumra, 2003).

The Government conducted research in various parts of the country to see the situation in schools after the implementation of the Primary Education Development Plan in 2002 (Hakielimu, 2005).

Initial reports indicate that the decision to abolish school fees and mandatory contribution led to significant increase in enrolment. In the first year of implementation the enrolment increased from 1.1 million to 1.6 million in 2002. This increase was above 100% (Rajani, 2004). The actual enrolment from 2002 to 2004 is shown in table 4.

Table 4: Enrolment in Standard One in Primary Schools in Tanzania, 2002-2004

Year	Target Set	Actual Enrolment	% Above/Below the Target
2002	1,500,000	1,632,141	8.8
2003	1,600,000	1,481,354	-7.5
2004	1,640,969	1,368,315	-16.6
Total	4,740,000	4,481,810	-5.5

Source: URT, 2001:5; URT,2002b:7; URT, 2003:16; URT, 2004b:24.

Table 4 shows that, although success was achieved in 2002 when more pupils enrolled than expected, enrolments in subsequent years are a matter of concern.

All in all, total enrolment in primary schools has increased such that in 2002 the increase was 22.5%, in 2003 was 9.7 and in 2004 the increase was 7.9% (URT,2004).

Regarding the construction of classrooms, the rate of construction has been lower than the rate of pupil enrolment leading to overcrowding in some places (Rajani, 2004). Sumra (2003) also

reports that enrolment levels have been extremely high, but classrooms, sanitation facilities and teacher recruitment have not kept up with the enrolment expansion leading to extreme overcrowding, with some class sizes up to 75 to 100 or more in some cases. Teachers are unable to cope with the number of pupils and also, enrolling pupils without having enough classrooms for them creates the problem of overcrowding, which in turn affects the quality of teaching and learning process (Hakielimu, 2005). Table 5 shows the targeted number of classrooms against the actual number of classrooms that were constructed.

Table 5: New Classrooms Construction (2001-2004) in Primary Education in Tanzania

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

Source: URT (2003:9; 2004a: 18; 2004b:29)

Table 5 reveals that the rate of classrooms construction has been lower than the target set by the Government. This means that classrooms problem still prevailed at the end of 2004.

Like classrooms construction, the rate of recruiting and deploying teachers has been so low leading to high teacher/pupil ratio which in turn has had some implications on the teaching-learning process (Hakielimu, 2005). The table 6 shows the target set against actual recruitment of teachers and teacher/pupil ratio.

Table 6: Teacher Recruitment and Teacher/Pupil Ratio at Primary Education Level

Year	Target	Actual	+/-	Teacher/Pupil Ratio
2002	9,047	7,030	-2,017	1:53
2003	11,651	10,872	-779	1:57
2004	10,563	14,423	+3,860	1:59
Total	31,261	32,325	+1,064	

Source: URT (2003:9; 2004a: 18; 2004b:29)

Despite the fact that the government has been recruiting more teachers as shown in table 6, the Teacher/Pupil Ratio (TPR) has continued to increase. This suggests that the Primary Education Development Plan targets for teachers were underestimated, although the use of double-shift needs to be considered.

The National Monitoring Report of 2004 indicates a shortfall of 57,640 teachers and argues that this is a challenge to the teacher training capacity which is currently 12,000 teachers per year (URT, 2004a:32). The report further argues that it will take five years just to clear the backlog of teacher demand in primary education sector. This should have some implications on the teaching-learning process in classroom (URT, 2004a:32).

5.0 PEDP Implementation in Mvomero District

In assessing the implementation of PEDP two wards, Mlali and Mzumbe, were used as study cases. Data were collected from these wards to investigate enrolment rate of standard one by 2006, number of classrooms that were constructed by 2006, teachers' houses, recruitment and deployment, pupil-book ratio and the challenges that were encountered. The details are as follows:

5.1 Enrolment Status of Standard One Pupil in Primary School by 2006

The highest priority of PEDP was to increase the enrolment. PEDP aimed at having all the children between the ages of 7 to 13 enrolled into standard one by 2005. In the past, some parents’ failed to send their children to school as a result of school fees and other contributions that parent were required to pay. This affected access to schooling for many children from poor families. To ensure that parental inability to pay school fees was not a hindrance to accessing school, the government abolished primary school fees and all other mandatory parental contribution in 2001. (Education Circular no. 7.of 2001). As far as Mlali ward is concerned, generally standard one enrolments for children of 7 years for the five years of PEDP I implementation were above the target as follows: For Mlali ward the trend was 2002 (32%), 2003 (9.6%), 2004 (47.7%), 2005 (5.6%), and 2006 (31.3%) and for Mzumbe ward the trend was 2002 (3%), 2003 (4.7%), 2004 (2.6%), 2005 (2.5%) and 2006 (6%). Table 7 illustrates the trend as follows:

Table 7: Enrollment under PEDP by 2006 for Children with 7 years

Year	Mlali Ward				Mzumbe Ward			
	Target	Actual	Deficit/ Surplus	% Above or Below Target	Target	Actual	Deficit/ Surplus	% Above/Be low Target
2002	532	702	170	32%	371	382	11	3%
2003	622	682	60	9.6%	403	422	19	4.7%
2004	405	598	193	47.7%	432	443	11	2.6%
2005	425	449	24	5.6%	441	452	11	2.5%
2006	460	574	144	31.3%	398	422	24	6%
Total	2,444	3,005	561	23%	2,045	2,121	76	3.7%

Source: Field Data , 2009

Table 7 shows that Mlali ward was more successful than Mzumbe ward in terms of enrolling 7-year old children in standard one for the five years. The table portrays that while Mlali ward was generally above the target by 23% Mzumbe was above the target by 3.7%. Reasons for this difference between the two wards were not investigated as it was not part of the study objectives.

Furthermore, regarding the enrolment of children aged 8-13 years, the enrolment was as indicated in Table 8 as follows:

Table 8: Enrolment under PEDP by 2006 for Children with 8 – 13 years

Year	Mlali Ward				Mzumbe Ward			
	Target	Actual	Deficit/ Surplus	% Above or Below Target	Target	Actual	Deficit/ Surplus	% Above/ Below Target
2002	380	454	74	19.5%	5	4	-1	-20%
2003	190	413	223	121.6%	7	8	1	14.3%
2004	224	390	166	68%	10	6	-4	-40%
2005	186	267	81	43.5%	5	6	1	20%
2006	30	60	30	50%	6	11	5	83.3%
Total	1,010	1,584	574	56.8%	33	35	2	6.1%

Table 8 also portrays that the enrolment rate in Mlali ward for children with 8 to 13 years old was above target throughout the PEDP I implementation period. However, the situation was different in Mzumbe ward. The Table shows that the actual enrolment was below the target in 2002 (-20%) and 2004 (-40%). Nonetheless, overall enrolment rate in Mzumbe ward was above the target by 6.1%, which was still lower than that of Mlali ward (56.8%). This once again shows that Mlali was still more successful in enrolling children in standard one than Mzumbe ward.

All in all, the analysis showed that the increase of enrolment of the standard one pupils in the mentioned wards was attributed to the following factors:-

- (i) The abolition of school fees and other cash contributions reduced the parent's burden making them encouraged to send children to schools.
- (ii) The sensitization and mobilization of the community on and the importance of sending their children to school through regular meetings at villages.
- (iii) Enforcement of the regulations of the Education Act No. 25 of 1978 which was amended in October 1995. The Act stipulates that any parent who fails to enrol his child commits an offence and is liable to conviction of a fine of not less than 30,000/= or imprisonment of not less than 6 months. (MOEC, 2001)

In general, it can be deduced from the above presentation that there was success in terms of enrolment of children into standard one in in Mlali and Mzumbe wards for the period of five years of PEDP I implementation. However, this success in enrolment had implications on other aspects of the education system such as the need to increase classrooms, teachers, teaching and learning materials, desks and teachers' houses. These aspects are examined in the subsequent sections as follows:

5.2 The Number of Classrooms Built under PEDP Implementation by 2006

In order to accommodate the increased number of pupils in primary schools in Tanzania, classrooms were supposed to be constructed. At the regional level Morogoro Region required a total of 9,258 classrooms for Primary School Education but those which were actually existing by 2006 were only 4,929; a shortage of 4,329 classrooms (BEST): 2006:36). At a District level Mvomero District required a total of 2748 classrooms for Primary School Education, but the actual number of classrooms was 1379

only by 2006. So, it had a shortage of 1369 classrooms (PEDP Mvomero District Report, 2007). Shortage of funds was a major reason behind this gap and hence more funds from different stakeholders were needed to facilitate construction of classrooms. Regarding the wards under study, the findings showed that there were some targets that had been set for classroom construction and some of the classrooms were constructed as illustrated in Table 9 below:

Table 9: Classrooms Constructed under PEDP by 2006 in Mlali and Mzumbe Wards

Year	Mlali Ward				Mzumbe Ward			
	Target Number	Actual Number	Deficit/ Surplus	Number of pupils per classroom	Target Number	Actual Number	Deficit/ Surplus	Number of pupils per classroom
2002	89	54	-35	112	26	10	-16	60
2003	96	36	-60	96	26	12	-14	60
2004	105	45	-60	98	27	10	-17	59
2005	112	28	-84	120	25	12	-13	56
2006	115	42	-74	104	23	10	-13	52
Total	603	254	-349	110	127	54	-73	56

Source: Mlali Ward Education Report 2006

Table 9 depicts that unlike pupils’ enrolment portrayed in Tables 7 and 8, classroom construction was taking place at a slower pace such that in both wards the number of classrooms was below the target. The table shows that in Mlali ward there was a deficit of 349 classroom compared to the target of 603 classrooms; in Mzumbe ward there was a deficit of 73 classrooms compared to the target of 127 classrooms by 2006. This also had implications on the number of pupils in the classrooms. Classrooms were overcrowded as some of in Mlali ward could have 120 children per classroom. This situation is deleterious to the quality of teaching and learning expected to take place in schools. In fact, teachers cannot effectively apply participatory methods under such a situation. Photos 1 and 2 indicate some of the classrooms that were constructed in the selected wards.

Photo1: Classrooms Constructed at the Mlali Primary School



Source: Field Data 2009

Figure 2: Classrooms Constructed at Vikenge Primary School



Source: Field Data 2009

The observation made by the researchers unveiled that most of the constructed classrooms were in a poor quality, yet there was shortage of classrooms such that pupils of different class levels in some schools were made to seat in the same classroom to be taught by different teachers. This appalling situation was observed at Kimambila Primary School which had a single classroom for a total of 114 pupils of standard I-VII. Teachers at that school had fixed two black boards, one in front of the classroom and another at the back side of the classroom. The front one was divided into four parts for standards I, II, III and IV respectively and the backside blackboard was divided into three parts for standards V, VI and VII respectively. All pupils in the entire school were studying in a single classroom where one teacher at a time was allowed to teach a single class but the whole school had to listen to the teacher. This was a misuse of time resource as some of the pupils were listening the subjects which never belonged to them for a long time. After all, the environment was not conducive for learning as the classroom was overcrowded creating unhygienic condition for pupils.

A worse situation was observed at Vikenge primary school where pupils were seated outside studying due to shortage of classrooms. Photo 3 portrays the scene as follows:

Photo 3: Vikenge Primary School Pupils Studying Outside



Source: Field Data 2009

Photo 3 indicates standard five pupils at Vikenge Primary School in Mzumbe Ward studying outside. This signifies that funds provided by government and development partners were insufficient for classroom construction. The situation also implies that there was poor community participation in this ward.

The problem of shortage of classrooms was observed also at Mlali Primary School where the classroom was overcrowded. Photo 4 portrays the situation as follows:

Photo 4: Overcrowded Classroom at Mlali Primary School



Source: Field Data, 2009

Photo 4 above indicates that the situation in the classrooms was not conducive in primary schools by 2006 as many schools like Mlali Primary School were still facing great shortage of classrooms. This led to overcrowding and eventually the teaching and learning processes were negatively affected. Under such congestion, it is not easy for a teacher to involve every child in the classroom interaction. Furthermore, it is difficult to easily identify and assist pupils with academic difficulties as a teacher cannot move easily among seated pupils as it can be seen from Photo 4.

5.3 Construction of teachers' houses under PEDP by 2006

A part from construction of classrooms, the Government was to provide funds for construction of teachers' houses for 30% of new recruits to provide incentives, especially to female teachers, to work in remote rural areas (URT: 2001). The Government of Tanzania through PEDP has a plan to build houses for every teacher starting from rural areas (Uhuru, 2003). This step was taken to ensure conducive environment for Teachers to teach everywhere in the country (Mungai, 2003). The targets for teachers' houses construction were provided for each year as follows: 2002 (2,109), 2003 (3,262), 2004 (4,440), 2005 (3,169), and 2006 (2,175). It means by 2006 15,155 houses were supposed to have been constructed (URT, 2006b:17). At a national level, still there is a shortage of teachers' houses as some of schools do not have any teacher's house. Data at the region level showed that Morogoro region had 1658 teachers' houses by 2006 and the actual number needed was 9149 houses. There was a deficit of 7491 houses (BEST, 2006:36). In Mvomero District Council, the District Education Office indicated that there were a total of 457 houses. The actual number required was 2079 houses. Hence, there was a deficit of 1620 houses. (Mvomero District Education Report, 2006).

Regarding the Mlali and Mzumbe wards, the situation was as follows: Mlali Education Coordinator indicated that a total of 19 houses were built, the required houses were 40, living the deficit of 21 teachers' house. The total number of teachers residing in school compounds was 77 while those who were living out of school compounds were 145. Regarding Mzumbe ward it was reported by the Ward Education officer there was a total of 4 houses against the target of building 45 Houses. Thus, the deficit was 41 houses. This made a total number of teachers living outside the school compounds to be 173. Table 10 depicts the status of house construction in Mlali and Mzumbe wards as follows:

Table 10: Teachers' House Constructed under PEDP Mlali and Mzumbe Wards

Year	Mlali Ward				Mzumbe Ward			
	Target	Actual Number	No. of Teachers in School Compound	No. of Teachers Out of School Compound	Target	Actual Number	No. of Teachers in School Compound	No. of Teachers Out of School Compound
2002	7	2	12	94	9	-	8	148
2003	7	2	12	104	9	-	8	156
2004	8	5	15	119	9	-	9	164
2005	9	8	18	133	9	1	13	173
2006	9	2	20	145	9	3	16	173
Total	40	19	77	145	45	4	54	173

Source: Field study, 2009.

Table 10 indicates that there is a dire shortage of teachers' houses in Mlali and Mzumbe wards by 2006. In Mlali ward there were only 19 houses while the target was 40 houses. In Mzumbe ward, there were only 4 houses constructed under PEDP while the target was 45 houses. The shortage of houses made a big number of teachers stay outside the school compounds. For example, in Mlali wards 145 teachers were residing outside school compounds while in Mzumbe ward the number of teachers residing outside the school compounds was 173. This also had negative implication on the teaching and learning in schools. It means that teachers were not getting early to school and also could not stay for a long time in the school to help pupils with problems.

Furthermore, individual school visits revealed the reality on the ground. In Mzumbe ward the situation was as follows: at Vikenge Primary School there was no single teacher's house, at Masanze Primary school there was only one house for the Head teacher, while at Kimambila Primary School there was no teacher house. In Mlali ward the following was observed: at Mlali Primary School there were only 3 houses, at Kipera primary school there were 3 houses and at Lugono primary school there

was only one house. Table 11 illustrated more on the status of teachers' houses by school in the areas visited in Mvomero District.

Table 11: Teachers' houses by school by 2006.

School	No. of Houses	No. of Teachers Living in School Compound	No. of Teachers Living Out of School Compound
Mlali	3	3	30
Kipera	3	3	35
Lugono	1	1	5
Vikenge	-	-	21
Masanze	1	1	31
Kamambila	-	-	3
Total	8	8	125

Information provided in Table 11 suggests that there is a big number of Primary School Teachers who are staying out of the school compound. This means that there is low security of school properties and most teachers have to incur cost on transport to school and payment for House Rent. This is an added cost which is not compensated by the employer. This discourages primary school teachers from working effectively.

5.4 Recruitment and deployment of teachers by 2006

Recruitment and deployment was another area of concern under PEDP. With respect to this aspect PEDP proposed four main objectives to be achieved as follows: (i) To recruit adequate numbers of teachers; (ii) To establish teacher-to-pupil, ratio (TPR) that effectively accommodate enrolment increase; (iii) To ensure an equitable and gender balanced distribution of trained teachers; and (iv) To improve the use of existing teachers. The targets for recruitment were as follows: 2002 (9,047), 2003 (11,872), 2004 (10,563), 2005 (7,285), and 2006 (7,249) (BEST, 2006). According to BEST (2006) Morogoro region recruited

8,184 primary school teachers during PEDP. This made the pupil-teacher ratio to be 48:1 and teacher-house ratio to be 5:1. More teachers were needed to meet the PEDP targeted ratio of 45:1.

Information obtained from Mvomero District Council Education Department showed that the district had a total of 2440 Primary school teachers, and during the PEDP Implementation a total of 1440 Primary school teachers were recruited. This made the pupil-teacher ratio to be 68:1 and teacher-house ratio to be 6:1. More teachers were also needed to meet PEDP targeted ratio of 45:1 in Mvomero District. Regarding the visited wards, information obtained from Mlali and Mzumbe Ward Education Coordinators shows that in Mlali Ward out of 260 Primary School teachers were targeted to be recruited during PEDP Implementation but only 64 Primary School teacher were employed/recruited this made a deficit of 196 teachers. At Mzumbe Ward a total of 59 Primary school teachers were recruited which made a teacher-pupil ratio of 30:1. Unlike in Mlali ward, pupil-teacher ratio in Mzumbe was encouraging since with the ratio of 30:1 it was possible to teach effectively. But this could be possible if there were enough teaching and learning materials like textbooks. Furthermore, there was a great need for having well motivated teachers to teach and this could be realised through paying them good salaries, effecting payments on time and providing good housing.

5.5 Pupil-Book ratio under PEDP by 2006

Another aspect that was focused in the study was Pupil-Book Ratio. This was of great concern because textbooks are regarded as very important facilities in enhancing teaching and learning in schools (Altbach, 1987). This was also recognised by PEDP when it was being launched. It was categorically stated by the Government of Tanzania that supply of relevant and sufficient teaching materials plays an important role in enabling teachers and pupils to reach higher level of performance and attainment

(Dossa, 2009). To facilitate purchase of teaching and learning materials, capitation grant, equivalent to US\$ 10 per enrolled child was instituted in 2002 (Gepson, 2004). Thus, during data collection the researchers also looked at the status of textbooks in schools. The findings were as indicated that while at a national level Pupil-Book ratio was 1:6 in 2006, in Morogoro region it was 1:4, in Mvomero district it was 1:6, in Mzumbe ward it was 1:6, and Mlali ward it was 1:7. Regarding individual schools the Pupil-Book ratio was as indicated in Table 12.

Table 12: Pupil-Book Ratio in Visited Schools

School	Book-Pupil Ratio
Mlali	1:6
Kipera	1:3
Lugono	1:3
Vikenge	1:4
Masanze	1:3
Kimambila	1:3

In general, it can be deduced from Table 12 that the average BPR was 1:4 which was still below the PEDP target of BPR of 1:1 by 1:1. In fact, the visited wards had book deficits. For example, at Mlali ward the total number of books that were purchased was 29,047 instead of 40,734 books, making a deficit of 11,687 books. At Mzumbe ward a total number of books that were purchased was 9,517 instead of 16,108 books, making a deficit of 6591 books. This automatically jeopardised the quality of teaching and learning in schools as many pupils were supposed to share one book. The situation also hindered effective use of participatory teaching method during classroom interaction.

6.0 Conclusion

The analysis of research findings presented in this paper indicates that there were successes that were realized during PEDP implementation by 2006. The phenomenal success was realized in terms of increased enrolment rates and to a large extent in the construction of classrooms. However, challenges still prevailed, they include slow pace of recruitment of teachers, poor training of teachers, disproportionate deployment of teachers, poor quality of classrooms, incompleteness of teachers' houses due to shortage of funds and poor community participation in education development activities. Other challenges were poor financial management in schools, delays in funds disbursement from the central government and low morale among teachers due to poor working conditions. These should have negative implications on the quality of teaching and learning and hence on the performance of pupils in schools.

7.0 Way forward

Since the government at the moment is implementing PEDP II, efforts should be made to ensure that the planned educational development activities are carried out successfully. One of the approaches should be addressing the hindrances that thwarted the efforts under PEDP I. All in all, the authors recommend various options for the government and other education stakeholders as follows:

Firstly, the government through the Ministry of Education and Vocational Training should ensure that quality issues in education are addressed while expanding access to education. This can make our education meaningful. It can be meaningless to flood children in schools where there is nothing of quality taking place. With quality education, the graduates from these schools can be competent and hence productive.

Secondly, the government is supposed to make sure that capitation grant is disbursed fully and on time to enable the purchase of various school facilities to be done early. Late disbursement disrupts school plans leading to poor teaching and learning and hence poor performance.

Thirdly, community participation should be encouraged greatly. It is not good to put politics in the fore front thereby cheating people that the government has enough money to cater for all the requirements in the education system in Tanzania. The fact is that, the government is poor and hence its efforts to provided education should be augmented by people's contribution through effective participation.

Fourthly, there should be effective teacher training and recruitment. Trainings done under crash programmes should be discouraged as they lead to existence of incompetent teachers in schools. More teacher training colleges should be constructed and the private sector should be encouraged to invest in this area.

Lastly, frequent and erratic changes of curriculums or syllabi should be avoided. When such changes take place in an abrupt manner tend to make some of books that were purchased obsolete and hence compel the government to think of getting some other funds to buy other books within a short time interval. And if such changes are necessary, they should not be handled politically. Education experts and other stakeholders are supposed to be involved in curriculum changes. Training to adopt such changes should be part and parcel of the process in order to make sure that implementers are well acquainted with changes made and hence equipped with requisite competences for effective implementation.

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