



The national policy and situation of pre-primary education in Tanzania

The context of Fursa kwa Watoto (FkW)

Outline

- Fursa kwa Watoto
- The Learning Agenda
- **Tanzania policy and pre-primary context**
- Effects of FkW on instructional practices and learning environments
- Effects of FkW on student outcomes
- Financing for pre-primary
- Summary and policy recommendations
- Scaling quality pre-primary: 15 reasons why FkW should be adopted



Tanzania is a regional leader in pre-primary

Tanzania is the first country in the region with:

- Free pre-primary
- Compulsory pre-primary as a part of basic education
- Pre-primary policy and curriculum

Country	Compulsory Early Learning	Free Pre-Primary Education	Pre-primary in Basic Education	Pre-Primary Policy
Angola	✗	✓	✓	In Development
Botswana	✗	✗	✗	✓
Burundi	✗	✗	✓	✗
Comoros	✗	✓	✓	✓
Eritrea	✗	✗	✓	✓
Ethiopia	✗	✗	✓	✗
Kenya	✗	✗	✓	✓
Lesotho	✗	✓	✓	✓
Madagascar	✗	✗	✓	✗
Malawi	✗	✓	✗	✓
Mozambique	✗	✗	✗	✗
Namibia	✗	✓	✓	✓
Rwanda	✗	✓	✓	✓
South Africa	✗	✓	✓	✓
Swaziland	✗	✗	✗	✗
Tanzania	✓	✓	✓	✓
Uganda	✗	✗	✓	✓
Zambia	✗	✗	✓	✗
Zimbabwe	✗	✗	✓	✓

Pre-primary education

Goal: Improved quality and access

National policies and practices **support access**, while **quality** pre-primary is a challenge

Enforcement of one year **pre-primary education as compulsory** part of basic education (Education Training Policy)

2014

Fee-Free Basic Education abolishes fees and family contributions, leading to drastic enrollment increases (38 percent).

2016

“Temporary freeze”¹ on hiring and teacher verification activity reduces teacher work force. Retirements outpace new teacher placements.

2017

Contribution policy (misunderstood) reduced family support for education, infrastructure, feeding programs, and other supports.

2018

Situation: Positive emergency

Growing student population, worsening teacher shortage, insufficient resources (see data)

¹Global Partnership for Education. 2019. “Appraisal report. Tanzania. 2018.” Available online at <https://www.globalpartnership.org/content/appraisal-report-tanzania-2018>

Tanzania pre-primary context (national data):

Access for a growing population of children

- Pre-primary school population in 2018: **~1.42 million**²
- Net Enrollment Rate (NER): **40%**²
- Gross Enrollment (GER): **86%**²
- Forecast: Meeting NER targets, 60% by 2020 and 91% by 2025, would add many more students to already overcrowded crowded classrooms

²MOEST Performance Report 2018 Draft



Positive emergency:

How can we collaborate with the Tanzanian Government to provide QUALITY pre-primary education as millions of children enter school in the next 5 years?

Context of pre-primary: Financing

The education sector received **15%** of the GoT budget in 2017-2018.

- This is a reduction from 20% of the overall budget in 2014-2015.^{3,*}

³[Education Budget Brief 2018 UNICEF](#)

The Education Sector Development Plan assumes:

- Government will allocate **20% +** of the total budget to education⁴ annually. Pre-primary to receive 5% of total allocation.

⁴[Education Sector Development Plan Tanzania Mainland](#)

In practice, education officials and head teachers report that capitation grants are not aligned with enrollment and still omit pre-primary.

By 2020, the estimated cost of pre-primary will reach TSh 300,483 m (US ~\$138 m) annually (estimate is low) as net enrollment nears 40%.⁴

⁴[Education Sector Development Plan](#)

Both enrollment and the funding gap are expected to grow.

- Even *if* funding targets were met, projections assume a growing funding gap—of about 17%—by 2025.
- This gap does not account for the costs of reducing the teacher or infrastructure shortage.

*While the overall expenditure increased from TSh 3,970 billion to TSh 4,756 billion 20% of the overall budget would have been TSh 6,342 billion.

Context of pre-primary: Teacher shortage

Human resource gap

- [Freeze on civil servant hiring](#)¹ (no new teacher employment in 2017/2018)
 - Teachers not replaced following death, retirements, verification, or transfers.
 - 31.7 percent reduction in qualified teachers from 2017 to 2018
- Pupil to teacher ratio (PTR) in government schools
 - 1:215 in 2018²
 - 1:159 in 2017
 - 1:135 in 2016
- Pupil to qualified teacher ratio (PTQR):
 - 1:249 in 2018²
 - 1:183 in 2017

Teacher preparedness

- Insufficient pre-service and in-service training in early childhood education
- Developmentally inappropriate instruction as the norm, rather than in line with the Pre-Primary Curriculum and Syllabus.²
- Teachers score low on mathematics, literacy and pedagogy³
- Time spent learning less than ½ scheduled time³

¹[Appraisal Report on the Education Sector Development Plan 2016/17-2020/21 in Tanzania February 2018](#)

²[MOEST Performance Report 2018](#) *Note that data limitations may result in some inflated numbers.

³[Service Delivery Indicators May 2019](#)

Context of pre-primary: Classroom shortage

- Historically, low value placed on early childhood
 - *Before it was established that quality pre-primary plays an essential role in laying the foundation for improved learning)*
- Pre-primary often relegated to small, often unsafe classes
- Worsening classroom shortage as demand for pre-primary grows
 - An estimated 27,000 classrooms are needed country-wide¹



¹ [Education Budget Brief October](#) 2018, Mainland. Government of Tanzania and UNICEF. *Photos taken by staff at Maarifa and TAHEA, 2017.*



In Mwanza and Kilimanjaro

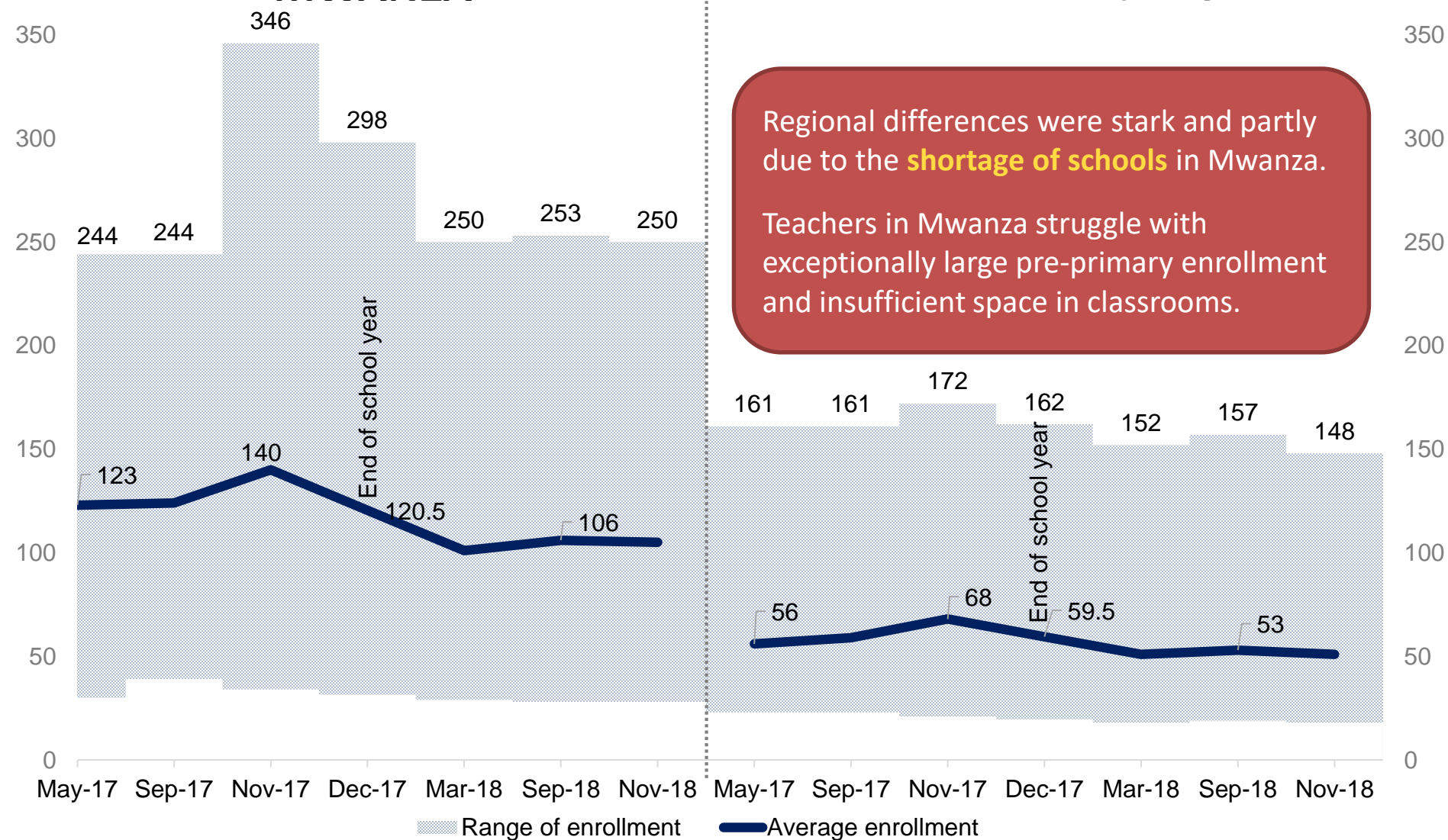
*All data on next slides collected during
Learning Agenda data collection 2017-2018*

Student enrollment: Averages by region

MWANZA

KILIMANJARO

Regional differences were stark and partly due to the **shortage of schools** in Mwanza. Teachers in Mwanza struggle with exceptionally large pre-primary enrollment and insufficient space in classrooms.



SOURCE: FkW Enrollment data, collected 2017-2018. n=130 (Mwanza=65; Kilimanjaro=65)

Enrollment:

Qualitative findings and respondent voices (2018)

The majority of respondents describe the extreme challenges they face in trying to educate children in overcrowded and congested classrooms with insufficient space, teachers, and financial resources.

The Fee Free Education Policy increased enrollment. By Sept. 2017, the average teacher had a class of:

12 3-4 year olds

69 5-6 year olds

10 7 year olds

“There is no class that has met the ministry criteria that the pre-primary classroom should have 25 children. All classes start from 50, 60, 70, 80 and so on. We still have that challenge.” DEO

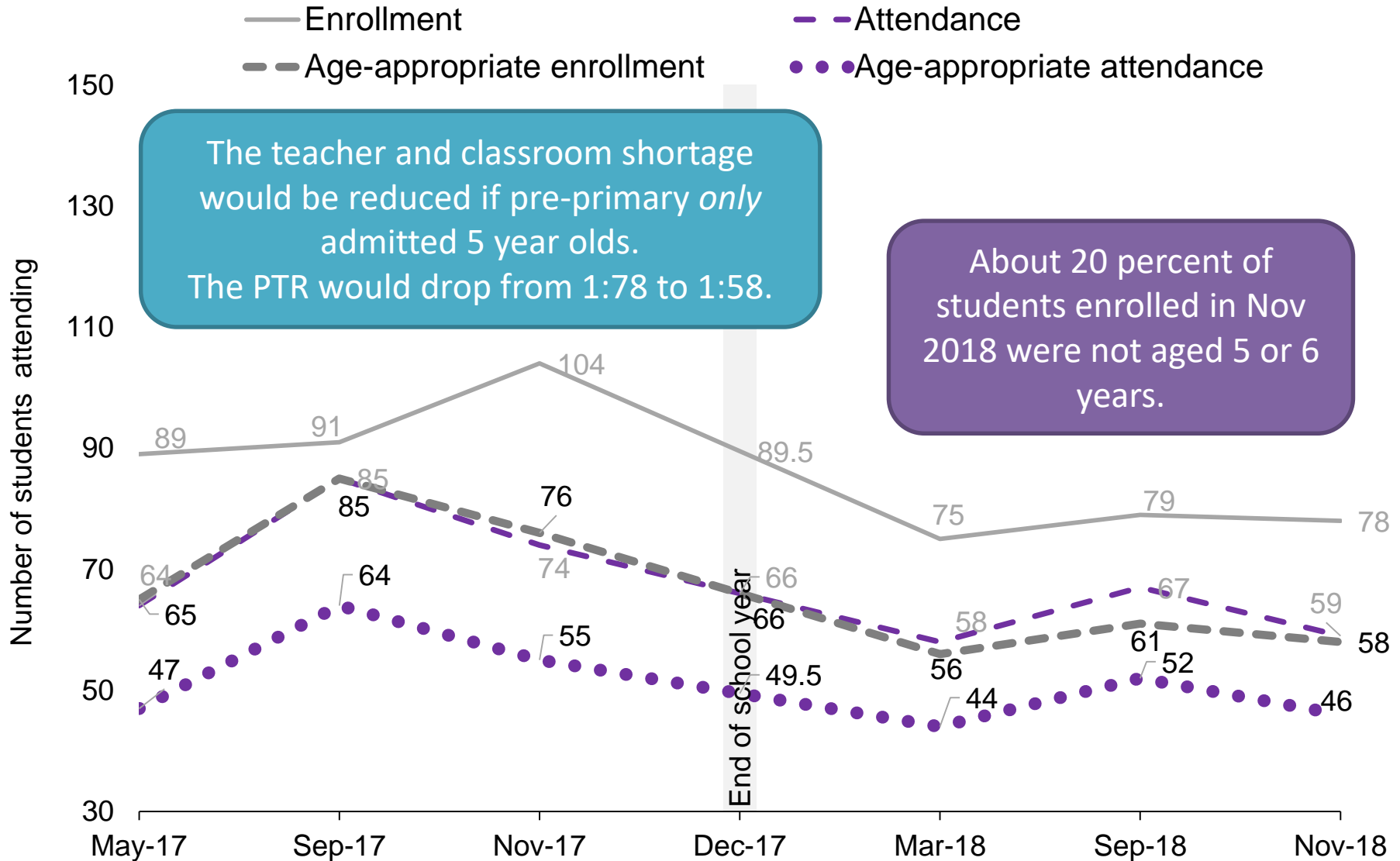
“...mandatory preprimary education, the effect ...is overcrowding. Yet the infrastructure is not adequate. There is a shortage of teachers and a need for regular training.” DAO

“The congestion is a very big issue... The shortage of teachers is honestly still a problem. ...There are supposed to be 25 to 30 students [per class], and ... two teachers. But you find that one teacher has 100 students. This is a national problem.” QAO

“The infrastructure... you may find a classroom that was supposed to serve 15 to 20 pupils having up to 100 pupils. So, it is a big challenge. We are still having a problem of infrastructure particularly classrooms.” DEO

“There is overcrowding because of free education. At first it was difficult to enroll students since their parents were supposed to donate. It was difficult for them to bring their children, but now since education is free, there has been a large number of enrollment.” WEO

Enrollment and attendance, age-appropriate

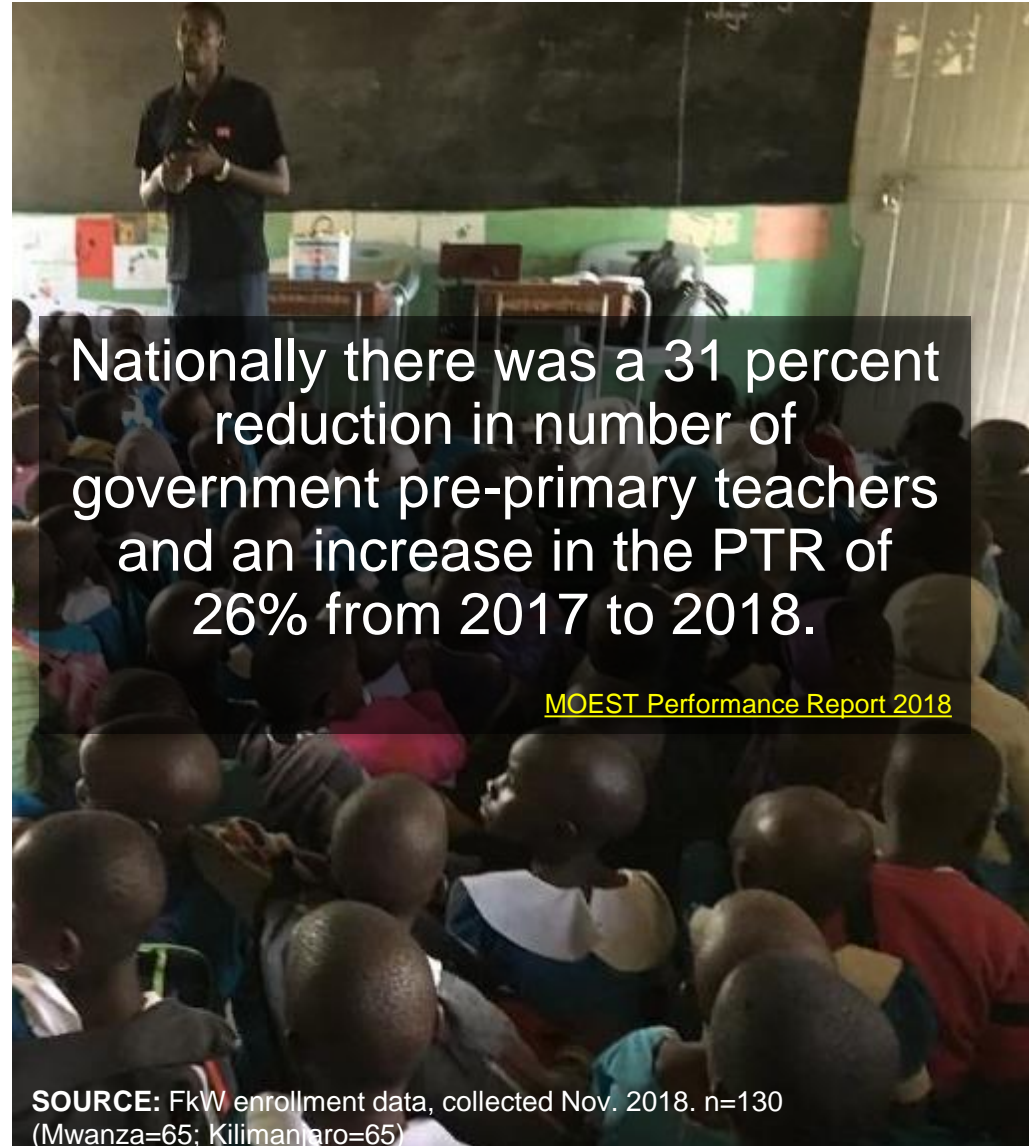


Overcrowded classrooms, High pupil to teacher ratio (PTR)

For **1** teacher

51 students in
Kilimanjaro schools

105 students in
Mwanza schools



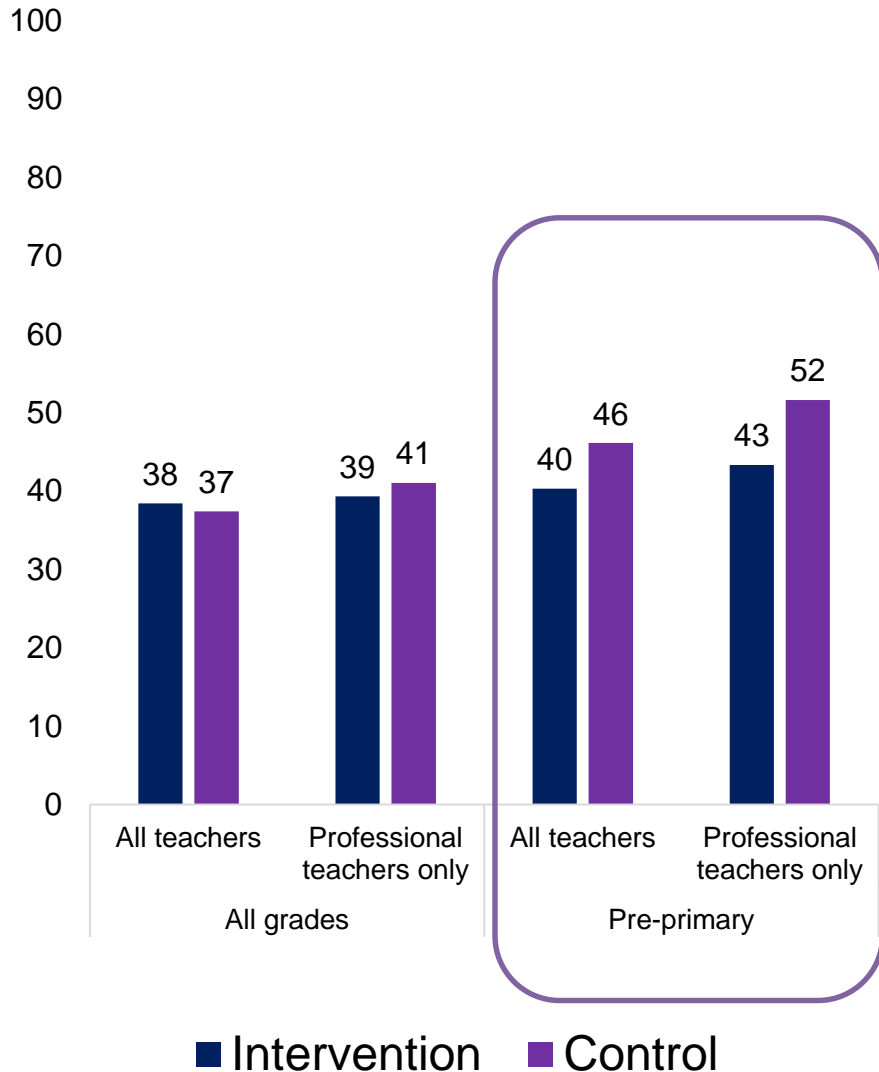
Nationally there was a 31 percent reduction in number of government pre-primary teachers and an increase in the PTR of 26% from 2017 to 2018.

[MOEST Performance Report 2018](#)

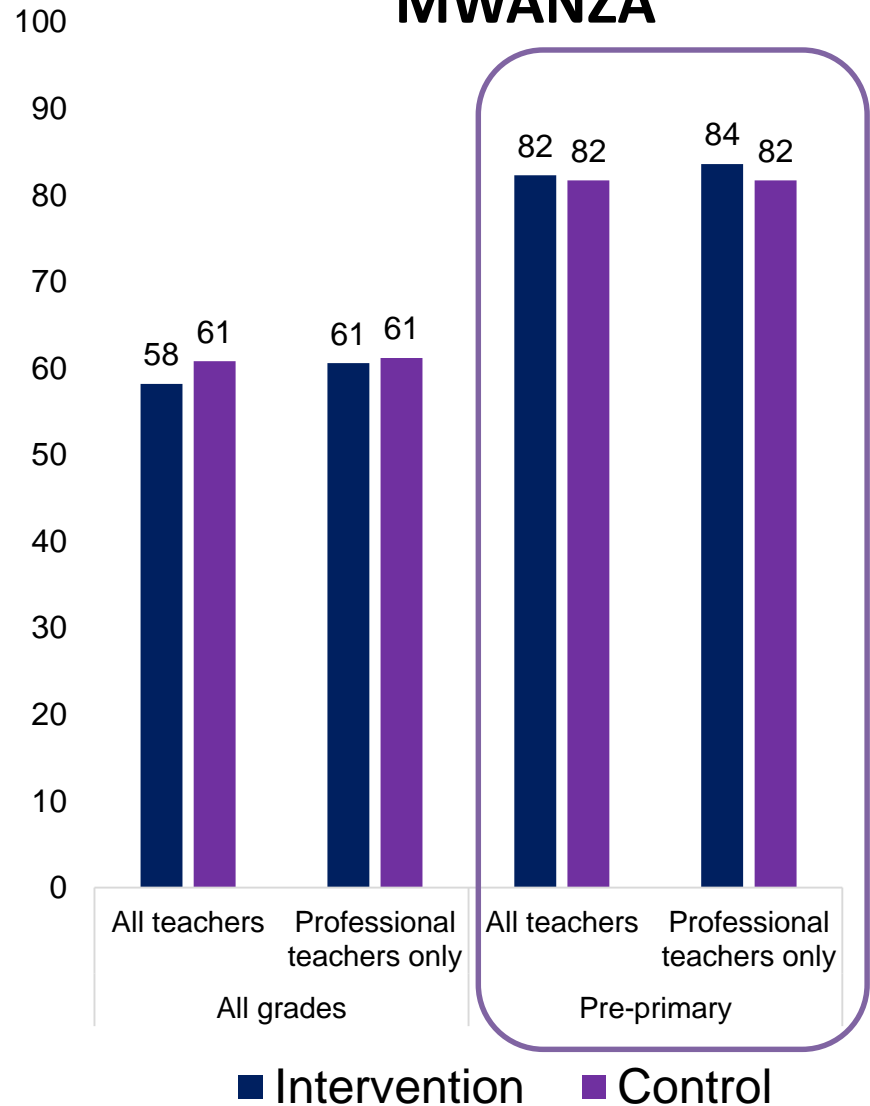
SOURCE: FkW enrollment data, collected Nov. 2018. n=130
(Mwanza=65; Kilimanjaro=65)

Average pupil-teacher ratio, both regions 2018

KILIMANJARO



MWANZA



SOURCE: FkW Attendance data, collected Nov. 2018. n=130 (Mwanza=65; Kilimanjaro=65)

Teacher shortage: Qualitative findings and respondent voices

Almost every respondent across all schools and both regions mentioned the teacher shortage as a critical problem.

Many respondents report losing hope that the situation will improve

If teachers are transferred from secondary to primary schools, they require training to adapt instruction to children's developmental age and needs.



“There is an acute shortage of teachers, in some cases you find that the school has two or three teachers for the whole school from preprimary to standard 7. Teachers prioritize upper classes and the lower classes are prejudiced. There is a shortage of teachers.” DAO

“Honestly we have a severe shortage of teachers because a lot of teachers are retiring this year. For this year alone, we have more than 100 teachers who will be retiring by December. This has been the trend for the past three years and it's an issue. So more than 100 are retiring this year. But the problem is that the number of retiring teachers does not match the new recruits for replacement. For this year, the government was able to recruit only one teacher for this district.” DAO

“The issue of teacher shortage has become a problem because the government has not been recruiting for more than 3 years now and a lot of teachers are resigning or retiring. For example in our district we may have 100 or 200 teachers who retire per year so starting from 2013 we haven't had a single teacher therefore some of the issues are out of their control because the government is the chief employer.” Head Teacher Moshi

Teacher shortage: Respondent voices

SOURCE: FkW qualitative data, 2018; Stakeholders in Mwanza and Kilimanjaro

“There are challenges, especially on the shortage of teachers. As you can see, **I was teaching STD 1, STD 2, and pre-primary, which is very difficult.** We just have to because of the situation around us. I have no choice I have to for our children to get education. I teach them due to my teaching ability and also because of my love for Tanzanian society.”

Teacher Mwanza

“The shortage of teachers has decreased particularly after the reposting of secondary school teachers to primary education. For example, from March this year, **we got about 400 teachers from secondary to primary. However, the challenge is they don't have the training for primary school education.** There is a demand for training to enable them to teach at primary.”

DEO

“[The teacher shortage] has a large affect. Those schools have a deficiency of teachers. We hired teachers from Form 4 and Form 6 to help the schools with few teachers. The teachers take 14 or more subjects. **They get tired and tell the children to just write without teaching them.** Sometimes there are 5 teachers and 10 subjects. Students just write on the board. This makes our education look bad...” WEO

“Honestly speaking ... it's a head cracking issue to the extent that some us **we are close to losing hope** in our work due to the unending follow ups but you just continue following up though there is no success at all.”

Head Teacher Moshi

“We have a severe shortage of teachers in our district. We have not received enough new teachers since 2008. Last year we got 7 teachers and only 1 this year. They were for preprimary because we have more teachers retiring compared to those that stay and their replacements. **We have a severe shortage to an extent that there are schools with only 3 teachers.** It's almost normal now to find a school with 3 or 5 teachers and yet still they are required to start preprimary classes.”

DAO

“**The shortage of teachers has a profound effect** on the ratio because the teacher usually has 32 sessions. Now the teacher has to take up to 50 sessions. So the quality, preparing a lesson, finding material to teach in deep becomes invalid. He just shows up. The work gets worse. So even the time to prepare tools to simplify the subject becomes unacceptable. For example, a school has 3 teachers. They teach from preprimary class to seventh, it's hard..” DAO



Given challenges, we had modest expectations for sustainable changes in teachers' instruction and impacts on student outcomes. Still, we wanted a clear picture of FkW impacts and outcomes.