APPRAISAL REPORT
ON THE EDUCATION SECTOR DEVELOPMENT PLAN
2016/17-2020/21
IN TANZANIA

Commissioned by the Swedish Embassy in Tanzania on behalf of the
Ministry of Education, Science and Technology, and the Education Sector Development Committee

Overall recommendation:
The Education Sector Development Plan 2016/17-2020/21 will be ready for endorsement by the Education Sector Development Committee following some changes recommended in this appraisal report.

Report, February 9, 2018

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Disclaimer: The information and views set out in this report are those of the authors and do not necessarily reflect the official opinion of the Swedish Embassy in Tanzania, the Ministry of Education, Science and Technology, the Education Sector Development Committee, or the Global Partnership for Education.

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1. Introduction

Tanzania has a consolidated tradition of planning in the education sector. Since the mid-1990s, several plans have been introduced, including Education Sector Development Plans (ESDP) for the entire sector, but also sub-sectoral plans such as, the Primary Education Development Program, the Secondary Education Development Program, the Teacher Development and Management Strategy, the Adult Education and Non-Formal Education Strategy, among others.

The previous ESDP was done for the period 2008-2017, and the main program objectives were:

1. Sustaining the gains attained through the implementation of prior education sector plans.
2. Improve the micro and macro management of institutions to create well-functioning schools and other relevant institutions in communities, regions, and districts.
3. Upgrade learning and teaching processes to ensure access to quality learning programs.
4. Review key areas of education investment to maximize benefits and optimize monetary investments.
5. Ensure equitable access to quality education at all levels, skills development, and universal literacy for all men and women.
6. Expand enrollment in areas most relevant for the promotion of social economic growth and the reduction of poverty.
7. Establish and strengthen performance and outcomes-oriented monitoring and evaluation of education provisions.
8. Improve the quality and effectiveness of consulting and dialogue structures.
9. Strengthen and streamline planning and budgeting systems and processes to improve reporting, budget execution, and strategic resource allocation.

The new ESDP 2016/17-2020/21 was developed over a long period of time. The Education Sector Analysis (ESA) started in August 2014 and was conducted in 2015. Even earlier, the Directorate of Policy and Planning (DPP) received instruction to coordinate the ESDP process and align it with the 5-year National Development Plan 2016/17-2020/21. The ESDP took almost two years to finalize for complex reasons that will be discussed later in this report.

Tanzania joined the Global Partnership for Education (GPE) in 2013 and received a GPE grant of $94.8 million for implementation of the Literacy and Numeracy Education Support Program (LANES), managed by the Swedish International Development Cooperation Agency (SIDA), for the period 2014-2017. The grant was extended by 18 months and will conclude in December 2018. The six components of the grant are:

1. Improve the mastery of skills in literacy and numeracy in pre and primary schools through in-service teacher training, provision of adequate teaching and learning materials, and revising the primary education and teacher training curricula.
2. Improve the mastery of skills in literacy and numeracy in non-formal basic education.

3. Promote early childhood development to increase enrollment.
4. Institutionalize and mainstream effective ways of promoting literacy and numeracy skills acquisition.
5. Strengthen capacity of the education system and its human resources for improved coordination, planning, and management.
6. Strengthen management for effective collaboration monitoring and evaluation of subsector plans, including the LANES program.

Tanzania is eligible to receive a second GPE grant with a maximum country allocation of $74 million. The endorsement of the new ESDP by the Education Sector Development Committee (ESDC) is a condition to access more GPE funds. Before finalizing the ESDP, an appraisal must be conducted. This appraisal is part of the GPE Quality Assurance Review and is done by an independent consultant in order to assess, among other criteria, the relevance, feasibility, equity, and efficiency of the ESDP. The Swedish Embassy in Tanzania, on behalf of the ESDC, and responding to a good practice set by the GPE Secretariat, hired two consultants, Alberto Begue-Aguado (Team Leader) and Stella Manda (Local Consultant) to elaborate the appraisal report. The draft of the ESDP was submitted for appraisal on January 1, 2018. The Operational Plan, Monitoring & Evaluation Framework, and Risk Matrix were embedded in the document. The Simulation Model and the Education Sector Analysis were sent on January 3.

2. Methodology

The purpose of the appraisal phase (independent assessment) is to assist education stakeholders in appraising the soundness, relevance, and coherence that lend credibility to the Education Sector Plan.

The methodology utilized to collect relevant information for the appraisal was as follows:

- **Desk Review**. This appraisal includes a review of the Education Sector Development Plan 2016/17-2020/21, the Education Sector Analysis (2015), the Operational Plan, the Simulation Model, and other relevant documents related to the education sector in Tanzania (see Annex 3).

- **Interviews with Authorities and Education Partners**. Interviews were conducted in Dar es Salaam and Dodoma, January 16-26. A list of the people interviewed can be found in Annex 2.

- **Analysis of the Education Sector Development Plan and Operational Plan**. Analysis of the plans was conducted, employing the GPE/IIEP Guidelines for Education Sector Plan Appraisal and the GPE Methodology Matrix.

- **Elaboration of the Draft Appraisal Report.** The document will be presented to the MoEST, Technical Working Group, education partners, and GPE Secretariat for their comments.

- **Submission of the Final Appraisal Report and the GPE Methodology Matrix**.

3. The Education Sector in Tanzania: Background and Context

The right to education is already mentioned in the Constitution of Tanzania (1977), article 11:

> Every person has the right to self education, and every citizen shall be free to pursue education in a field of his choice up to the highest level according to his merits and ability. The Government shall endeavor to ensure that there are equal and adequate opportunities to all persons to enable them to acquire education and vocational training at all levels of schools and other institutions of learning.

The right to education is also mentioned in the ESDP: "The Government is accountable to the people of Tanzania and it is obliged to ensure every citizen has the right to a quality education" (ESDP, 119). The Education and Training Policy (ETP), 2014, also mentions the right to "the equitable access to education for boys and girls" (ETP, 17).

All education subsectors are under the purview of the Ministry of Education, Science and Technology (MoEST), focused on policy and planning, monitoring and evaluation, and quality assurance. The MoEST also retained responsibility for Adult and Non-Formal Education (ANFE), Technical and Vocational Education and Training (TVET), higher education, and teacher education. The President's Office-Regional Administration and Local Government (PO-RALG) is responsible for the administration of pre-primary, basic and secondary education overall. PO-RALG is therefore, responsible for the attainment of key targets for those education levels through the coordination of regions and Local Government Authorities (LGA). Therefore, the regional, district, and local levels are very important in the Tanzanian education system. The transfer of responsibilities from MoEST to PO-RALG has been gradual and not without discrepancies, as well as sometimes a lack of coordination[1]. PO-RALG has been given a more pivotal role since it inherited the administration of secondary education from MoEST in 2008, making it wholly accountable for the implementation of basic education (ESDP, 107). According to the ESDP, "the MoEST's role focuses on policy, regulation, monitoring and evaluation and quality assurance" (ESDP, 120). Both MoEST and PO-RALG have their own 5-year strategic plan. These plans have not been aligned with the ESDP, but both Ministries intend to align it in the final version. The LGAs' plans fall under PO-RALG.

[1] Some respondents mentioned some disagreements in the last years because the lack of clarity in the distribution of roles and responsibilities between MoEST and PO-RALG.

The Education and Training Policy of 2014 is the main education policy in Tanzania. Among other changes in the education sector, it allows one year of free and compulsory pre-primary education and ten years of free and compulsory basic education (6 years of primary and 4 years of lower secondary) (ETP, 19). With the path set by the ETP, MoEST considers that there are two key policy initiatives that distinguish this ESDP from previous plans:

> 1) Tanzania's commitment to providing eleven years of free and compulsory Basic Education to the entire population, leaving no one behind[2]; and
> 2) the progressive expansion of Technical and Vocational Education and Training to provide Tanzania with the pool of skilled human resources needed to advance to becoming a semi-industrialized middle-income country by 2025 (ESDP, ii).

However, despite the rhetoric, the current ESDP does not intend to materialize the ETP policy statement, which has not been legalized yet, but instead to prepare the groundwork for such chances in the next planning cycle. This applies to a change to the structure 1-6-4, the 11 years of compulsory and free education, the language of instruction at all levels as Kiswahili, etc.

Since the GoT issued a circular in November 2015, to implement a fee-free basic education policy (as a component of the ETP, 2014), enrollment has increased in basic education, breaking a declining cycle that started in 2007. The Gross Enrollment Ratio (GER) in primary education had been declining since 2007 (115.5% for boys, 113.3% for girls) until 2015 (90.5% for boys, 93.3% for girls). The GER then increased to 96% for boys and 97% for girls. However, the Net Enrollment Ratio (NER) declined from 97.6% to 82.9% for boys and from 97% to 85% for girls and did not increase again until after the fee-free policy. Despite relatively high levels of enrollment, Tanzania still has 29% of school age children not attending school[3]. The NER in pre-primary grew from 37.5% in 2010 to 46.7% in 2016[4].

The pupil-teacher ratio (PTR) in primary education has had an erratic path, with 55:1 in 2009, 42:1 in 2016, and 51:1 in 2017, far from the internationally accepted benchmark of 40:1. The PTR in secondary education has also been erratic over recent years. From 19:1 in 2004, 43:1 in 2009, 28:1 in 2013, 17:1 in 2016, and 19:1 in 2017. This slight increase has been due to a temporary freeze on civil service recruitment from 2016-2017. The ESDP includes the hiring of several thousands of teachers at all levels. The ESDP mentions that "The number and distribution of teachers are important policy parameters helping to determine the quality of education. The pupil-teacher ratio is a commonly-used indicator, reflecting the human resource

[2] Actually, this is a typo in the ESDP, as basic education covers ten years, not eleven. The exact wording on the ETP policy statements is this: "3.1.2 The government shall establish procedures for one-year compulsory pre-primary education to children between three (3) and five (5) years old" and "3.1.3 The government shall establish procedures for a compulsory ten (10) years basic education from Standard 1 to form 4…" (ETP, 19).
[3] Education Sector Development Plan, 2017: 37.
[4] The ESDP affirms that "The Pre-Primary Gross Enrollment Rate (GER) grew from 39.5% in 2010 to 102.6% in 2016" (ESDP, 17), but this is misleading, as there was a change from two years of pre-primary to one year, and therefore, the number of pupils increased rapidly.

capacity of education systems" (ESDP, 26). However, while the ESA details the regional disparities of PTR and PQTR (Pupil-Qualified Teacher Ratio), the ESDP just mentions that there are disparities without providing any detail or analysis.

Learning results have also had an erratic evolution, with a sharp drop in Primary School Leaving Examinations (PSLE) pass rates in 2012 (from 60% of approval to 30% in one year) and a steady improvement in the PSLE pass rates until the present (ESDP, 23). Primary retention has decreased significantly, from 100% in 2009, 85% in 2013, to just 56% in 2016. The dropout rate rose by almost a third in primary education between 2009 and 2016, with an average annual rate of 6.4% (ESDP, 23).

The forecast is that enrollment in pre-primary and basic education will grow significantly with the fee-free policy. However, as recognized by the Ministry, "Accommodating this large number of additional students while simultaneously improving the quality of learning outcomes will present a major challenge" (ESDP, 16).

4. Technical Appraisal: Analysis of the Criteria

This section will outline and examine the five criteria of the GPE/IIEP Guidelines for Education Sector Plan Appraisal[5].

4.1 Leadership and Participation

Leadership and Ownership

The last Education Sector Development Plan (ESDP) was developed for a 10-year period (2008-2017). However, the MoEST decided to develop a five-year ESDP because the Government of Tanzania required that all sectoral plans must be synchronized with the National Five-Year Development Plan and the current one was done for the period 2016/17-2020/21.

According to the GPE/IIEP guidelines for education sector plan preparation, one of the features of a credible plan is that it must be guided by an overall vision. This ESDP is built on the priorities of the Government of Tanzania (GoT) as set out in the Tanzania Development Vision, 2025, launched in 1999. It guides the economic and social development with three main objectives: 1) Achieving a good quality of life for all, 2) good governance and the rule of law, and 3) building a strong and resilient economy that can effectively withstand global competition. According to the Tanzania Development Vision, 2025, the country envisions a well-educated and learned society ingrained with a developmental mindset and a competitive spirit, all of which will be realized through education and knowledge, which in turn will enable the nation to effectively develop its economy and attain competitiveness in the regional and

[5] Available at https://www.globalpartnership.org/content/guidelines-education-sector-plan-appraisal

global economy. Therefore, education and training are at the heart of this document, in which the goals for education are 1) universal primary education, 2) the eradication of illiteracy, and 3) the attainment of a level of tertiary education and training.

> The education sector is expected to play a major role in contributing to achieving the Government's vision for Tanzania to become a middle-income economy by 2025. The policy vision combines a commitment to: Universal Basic Education of 11 years; an expansion of Technical and Vocational Education, combined with expanded enrolment in science and mathematics; and a consistent focus on quality teaching and learning (ESDP, 46).

Other relevant documents that articulate the education vision of the GoT are the National Five-Year Development Plan 2016/17-2020/21 (NFYDP), the National Strategy for Growth and Reduction of Poverty II (NSGRP), the Education and Training Policy of 2014, and the Sustainable Development Goals (SDGs), particularly SDG #4 on education. The ESDP points out, "The Five-Year National Development Plan and the Education and Training Policy form the overarching framework within which the ESDP is designed" (ESDP, 44).

This ESDP document was developed by the Ministry of Education, Science, and Technology (MoEST) in collaboration with the President's Office-Regional Administration and Local Government (PO-RALG), the International Institute for Educational Planning (IIEP) through the UNESCO office in Dar es Salaam, and technical support from Cambridge Education.

Most respondents agreed that there was a strong sense of ownership of the ESDP (and the process) by both the MoEST and the PO-RALG. They played a substantive role in coordination by participating and listening to the comments shared through the workshops and working groups. This was possible because there is now a clear definition of roles, as mentioned above. Some respondents were more cautious, however, and found that MOEST did not play a leading role as adequately as they should have, whereby sometimes the Development Partners (DPs) took on the chairing role during the planning process discussions.

<u>Participatory Process</u>

The development of the ESA process was lengthy. It commenced in August 2014, and was conducted in 2015, when it designed priorities for the ESDP. It was shared with education stakeholders at a national level, in regional workshops, and in the Joint Education Sector Review. The plan preparation process started by forming a national team of 26 people from the PO-RALG, MoEST, Civil Society Organizations (CSO), Development Partners (DP), and other education partners. In February 2015, the timeline and budget for the ESDP process were approved by the Education Sector Development Committee (ESDC) and the task immediately began. Participation of the stakeholders was from their membership in the national team, the ESDC, the Technical Working groups, and the annual Joint Education Sector Review. The regional consultative process involved meetings with different stakeholders and field visits in

Mbeya, Kigoma, Morogoro. They involved the Regional Education Officers (REO), District Education Officers (DEO), Quality Assurance Officers, CSOs, students, and academicians wishing to provide their views on ESDP priorities and strategies. PO-RALG took the co-leadership role to ensure that LGAs were fully involved in the process of developing the ESDP through workshops and meetings. They ensured active participation of the LGAs, and the regional authorities, making sure that they contributed to the ESDP. Throughout the process, ESDP deliverables were presented to the ESDC for approval.

In 2015 in Dodoma, a Joint Education Sector Review was carried out. It included the REOs and DEOs. Similar meetings were also carried out in Dodoma in 2016 and 2017. It was surprising to see that, during our interviews, the Dodoma REO was unaware of the ESDP, considering that he had been in office for at least three years.

The Technical Working Groups (TWGs) provided a continuous forum for consulting on the ESDP. Their main task was to review the ESDP drafts and related documents. There were three TWGs: 1) Monitoring and Evaluation, 2) Quality Assurance and Learning, and 3) Access and participation. The TWGs were comprised of the directors from the PO-RALG and MOEST, the Ministry of Community Development, Women Affairs and Children (MCDWAC), the National Bureau of Statistics, DPs, and CSOs (through TENMET-- Tanzania Education Network). The groups had quarterly meetings to address all the issues concerning the sector plan.

Regarding ministerial participation, it was only MoEST and PO-RALG that participated full-time. The remaining yet relevant ministries' participation was task driven. For example, the Ministry of Finance and Planning (MoFP) participated in neither the TWGs nor in the national team. It did, however, participate in the development of the simulation model. Other ministries were those in charge of Health, Labor, and Water. The role of the Education Development Partners Advisory Coordination Committee was to review the Terms of Reference (TOR) and its documents, provide technical advice, and "push" the team to deliver. The "private sector was involved both during the consultation process and documentation (including students from primary schools)" (Joint Education Sector Review-JESR, page 11). Representatives of the umbrella networks (TAPIE and TAMONGOSCO) also participated.

The ESDP was endorsed by the ESDC on June 22, 2017, but modifications were made, and annexes added until the end of December 2017 (for instance, the M&E Framework, the Operational Plan, and the Risk Matrix).[6] TWGs and the ESDC will be replicated in LGAs and in regions. In December 2017, the ESDC instructed PO-RALG to initiate this process, which will commence with the ESDP implementation.

In sum, the process of developing the ESDP took more than two years. Some of the reasons for the delays mentioned by respondents are:

- The management style of the UNESCO country office that, at times, took over the leadership of MoEST.

[6] The Global Partnership for Education (GPE) provided extensive comments in August and December.

- Erratic availability of IIEP/UNESCO consultants.
- Resolving the issue of outdated data.
- Following the elections and subsequent change of the government leadership in the country, some changes of MoEST management also occurred, interrupting the ESDP process.
- Move of MoEST to Dodoma.
- Recruitment of external consultants.
- Back and forth exchange of drafts.
- Receiving feedback and approvals from MOEST.
- The situation deteriorated until Education Program for Results (EP4R) came in and Cambridge Education began working with MoEST to finalize the process.

The delay in the development and approval of the ESDP has practical consequences, as this is a plan for the period, 2016/17-2020/21. However, in practice it will start its implementation almost two years later, at the end of school year 2017/18.

Capacity Development

The plan preparation process was used as an opportunity to develop national capacities through learning and training. A series of workshops on the development of ESDP showed some of the respondents from MoEST how to develop a simulation model, develop and manage EMIS, costs and budgets, as well as advocacy skills. A respondent from PO-RALG mentioned that there were effective steps for capacity development during the ESA process on how to do analysis, develop the ESDP, and the Monitoring and Evaluation Framework (MEF).

In different moments of this long process, there were several consultants supporting the process, from UNESCO, IIEP and Cambridge Education. The role of the technical support (consultants) brought in by the DPs was instrumental, and MoEST always retained their leadership role.

4.2 Soundness and Relevance

Evidence-Based Education Sector Analysis

The Education Sector Analysis (ESA) was commissioned by the MoEST and the Development Partners of UNESCO in 2014 and developed mostly in 2015. It included all sub-sectors. The ESA was done with 2013 and 2014 data and it, therefore, contains outdated information. The GPE requested to update the ESA in 2016, but the MoEST, advised by UNESCO, decided not to. According to MoEST respondents, the ESA was discussed at the national level and shared in the clustered regional workshops of 2015 and the Joint Education Sector Review (JESR). They identified challenges and priorities were discussed in order to assist in the ESDP development.

According to the ESDP, more recent data, from 2016 and 2017 was incorporated into the ESDP. However, we could only find three examples where BEST 2016 or BEST 2017 were identified as the source of the data: on page 3, regarding the GER, on page 9, regarding the education budget, and on page 23, regarding the pupil-classroom ratio. As the Plan includes more data from years 2016 and 2017, it is clear that these data were extracted from the most recent BEST documents, and therefore, to avoid confusion, all the data in the ESDP should specify the source.

The analysis addresses all areas of access, internal efficiency, participation, equity, quality, management, costs, and financing. However, the analytical parts of both the ESA and the ESDP often lack explanation for the evolution of education indicators. For example, it is said that primary retention rates have eroded quickly in just seven years (from 100% in 2009 to 56% in 2016 -ESDP, 23), but possible causes for this decline are not mentioned. The same lack of explanation applies to the erratic trend of the Primary School Leaving Examination (PSLE) pass rates (ESDP, 23) and to the fact that female enrollment has overtaken male enrollment in secondary education (ESDP, 24), among others. As a high-level Ministry staffer said in an interview, “Conscious identification is key for appropriate interventions.”

Chapter 1 of the ESA includes an overview of the context of the education sector. The section “Macroeconomic and Fiscal Contexts” highlights “the impressive level of economic growth witnessed since the turn of the millennium” and the strong fiscal performance with double tax revenues collected in a period of five years (ESA, 9-10). However, it does not mention the “rapidly increasing amount of debt servicing,” a very relevant factor for the education sector, as pointed out in the ESDP (page 39).

Chapter 2 on enrollment shows how enrollment in primary education has declined since 2005 but has increased substantially in other levels. Most of the indicators are not disaggregated by sex or any other variable. The causes underlying some of the changes in education indicators are often not mentioned and, therefore, the document could go into more depth in its analysis. Chapter 3 on internal efficiency includes data on repetition, retention and dropout rates, and also on internal efficiency coefficients. Chapter 4 on education costs and financing analyzes the evolution of the education sector budget and the shares of the sector budgets on the total budget. Recurrent and capital expenditures are analyzed, as well as the budget execution, variables not included in the ESDP. This chapter also includes important information on the public unit costs and on higher education financing, topics also not mentioned in the ESDP. From the other chapters (#5 on quality and learning outcomes, #6 on equity, #7 on external efficiency, and #8 on management), we would like to highlight the importance of the information contained on Chapter 6 on equity, that includes detailed information on gender disparities, special needs education, out-of-school children, and regional disparities. While much of the information in this chapter was not included in the ESDP, we can say that, in general, the ESDP responds to the main challenges mentioned in the ESA. For example, the need to reduce teacher absenteeism, to improve teachers’ competencies, to improve curriculum relevance, or to adapt the TVET curriculum to labor market needs. In section 4.4 of

our report, we will reveal a more detailed analysis of the responses provided by the ESDP to the challenges within the education sector.

An element that is shocking in this ESDP is the erratic trends of many indicators. Many of them have vacillated up and down over the last 10 years. See below for examples of just a few of those:

- PSLE pass rates, from 60% in 2011 to 30% in 2012, to 50% in 2013, and 70% in 2016.
- Secondary enrollment rates (GER) from around 20% in 2006, sustained growth up to 55% in 2012, then down to 40% in 2017.
- Lower secondary completion rates: 23% in 2009, 42% in 2013, 31% in 2017.
- Primary enrollment up and down from 2009 to 2017[7].

As mentioned before, neither the ESDP nor the ESA often analyze causes behind these dramatic changes, which makes it difficult to find appropriate solutions for some of the negative evolutions.

Some analysis and thematic studies were conducted by education partners, for instance the study on out-of-school children done by MoEST and UNICEF in 2015. The same year, The World Bank published a book called, "Preparing the Next Generation in Tanzania," with a comprehensive analysis of the education sector in Tanzania.

Vulnerable groups are mentioned in the ESA, such as orphans, poor children, and children with disabilities or other special needs, and children belonging to marginalized/disadvantaged groups. Still, no vulnerability analysis has been conducted in a systematic way. The ESA does not identify either the vulnerability of the education system to political, economic, social, and environmental risks. The ESDP has a better analysis of out-of-school children, children with disabilities, and refugees (pages 36-39). Only a few of these are identified on the risk matrix (for more details on risks, please see section 4.5).

Relevance of Policies and Programs

As mentioned above, the previous ESDP (2008-2017) was not evaluated and lessons learned were not extracted. The strategies proposed in the ESDP derived from the analysis done in the ESA. However, as mentioned, that analysis was outdated, as it was using mainly data from 2013. The gender analysis is quite complete, but gender-responsive strategies are very limited. The strategies are not concretized into specific intervention or activities, making the analysis

[7] In that case, the increases correspond generally to the introduction of a fee-free education policy, but this is not mentioned in the ESDP. Tanzania already experienced fast enrollment rates in the early 2000s following universal primary education campaigns, and then, between 2005 and 2012, when the number of students grew from 0.68 million to 1.8 million. Unfortunately, the success in access came with a reduction in quality. Results in the Primary School Leave Examination (PSLE) and Certificate of Secondary Education Examination (CSEE) deteriorated between 2005 and 2012 (Todd and Attfield, 2017: 8).

difficult in terms of the responses to the challenges. The Plan mentions several challenges, especially on the first 17 pages. It is important to check what the Plan is proposing in order to overcome those challenges, for instance, to improve enrolment rates, to increase the quality of education, etc. The table below shows some of these challenges and the responses proposed by the ESDP.

Table: Some examples of the responses of the ESDP to the challenges in the education sector

Challenge	Current situation / Proposed by ESDP
Application of the ETP 2014, which directs the transition to fee-free and compulsory basic education of 11 years, including one year of pre-primary education (ESDP, 10).	The new structure (1-6-4, one year less of primary education) is not in place yet. "The proposed revisions of the basic education structure are expected to become fully effective after the completion of this ESDP, i.e. after 2020" (ESDP, 13). Moreover, the ESDP is explicit: "the change from a seven-year to a six-year primary cycle will require two cohorts to move up simultaneously to secondary schools, and this can only happen after secondary school capacity has been expanded sufficiently to accommodate this double cohort. This will not be possible during this ESDP but will be implemented early in the next ESDP (2021/22-2025/26). During this ESDP (2016/17-2020/21) the preparatory work will be completed" (ESDP, 13).
"The reduction of preschool duration from the current two years to one year and making it compulsory has implications for curriculum design, teacher training, management and funding" (ESDP, 16) "Training of teachers with specific skills for teaching at the early childhood level" (ESDP, 20).	"The pre-primary curriculum has already been revised alongside development of teacher's guides and textbooks" (ESDP, 19). The Operational Plan (OP) proposes to train 48,400 pre-primary teachers in five years. Considering that in 2017 there were 9,053 pre-primary teachers (ESDP, 33), this figure seems ambitious. The OP includes a higher figure for teachers trained than for teachers hired. For 2018/19 the figures are 23,000 and 6,720 respectively. Even assuming that the private sector could absorb a portion of those teachers, it seems disproportionate.
"Provision of pre-primary classes closer to children's homes through accelerated establishment of satellite schools" (ESDP, 20)	According to the M&E Framework, the total number of pre-primary classrooms constructed in primary schools and satellite sites (cumulative) is 32,185. However, the budget line "build new satellite centers" (for both pre-primary and primary) on the OP is zero.
"Accommodating the large number of additional students [as a result of the fee-free basic	In order to keep a PQTR of 40:1 in primary education and 25:1 in pre-primary, "there is a

education policy] while simultaneously improving the quality of learning outcomes will present a major challenge" (ESDP, 16). "Greater attention to be given to construction of classrooms and teacher allocation to keep pace with the rapid increase" (ESDP, 19-20)	shortage of 56,173 and 130, 725 primary teachers in addition to 226,065 classrooms" (ESDP, 33). The OP includes the construction of 31,537 classrooms in pre-primary and 52,524 in primary (total of 84,061), 45,600 new pre-primary teachers and 48,167 primary teachers.
The ESDP mentioned "Early grade literacy and numeracy development experts" as an issue to be addressed (ESDP, 20).	Neither the MEF nor the OP mention early grade literacy and numeracy experts.
The ESDP mentions the declining NER. According to the MEP, the NER in primary will grow from 85.2% in 2016/17 to 90% in 2020/2021, and from 35.2% to 60% in secondary education.	The population annual growth rate is 2.7% (ESDP, 5). The Simulation Model estimates primary enrolment to grow by 2.5% annually, therefore insufficient to absorb the new entrants. The ESDP recognizes that "Although this increase in the number of children enrolled is impressive, estimates of the NER indicate that enrolment is not keeping pace with population growth" (ESDP, 21).
High number of out-of-school children (OOSC) (ESDP, 39). The ESDP target is to reduce the OOSC from 29% to 19% by 2020 and to 8% by 2025.	As mentioned above, the education sector will not be able to even absorb the new entrants. Moreover, as shown above, the number of new classrooms is not sufficient even to reduce the PTR of 51:1.
Regional disparities in NER in primary, 111.6% in Mara region, 72.5% in Kigoma region (ESDP, 21).	No specific regional strategies are considered.
"In adult and non-formal education centres several programmes have been running, but overall the sector needs a boost in the coming five years" (ESDP, 29).	The budget for ANFE will grow from 2.3% of the education budget to 3.3%

Source: Prepared by the authors with data from ESA 2015, the Simulation Model, and the ESDP 2016/17-2020/21.

The strategic core of the ESDP is organized with different logics. The ESDP presents 16 principles (pages 49-51) and then, 12 strategic policy objectives (page 51). Those principles and strategic policy objectives are not directly linked to the more defined strategic framework in Chapter 4.6. This section is organized into four priority themes: 1) Access, participation and equity, 2) quality and learning, 3) education for social and economic development, and 4) system structure, governance, and management, with an additional (and in our opinion, out of place) 5) immediate priorities. Each of those themes are divided into objectives, strategies, and indicators.

Chapter 5 then presents six priority programs and a Logical Framework (LF), which is organized by the four priority themes in Chapter 4, not by the six priority programs. For each program, Chapter 5 includes an objective, indicators, components, indicators (without targets), strategies, and results. However, this information is not aligned with the information in Chapter

4.6, the LF, or the Monitoring and Evaluation Framework. The information in Chapter 5 is presented in a much more visual way in the matrix in Annex 2. Moreover, in Chapter 5, many of the results are equal to the strategies, and therefore have no added value. For example:

- In Program 2, component 2:
    - Strategy 1: "Review Teacher Education Curriculum Framework to include priority issues, e.g., competency-based assessment, inclusive learning and early childhood care."
    - Result 1: "National Teacher Education Curriculum Framework revised."
- In Program 2, component 2:
    - Strategy 6: "Provide all teacher training colleges with appropriate facilities and teaching/learning resources, especially for science subjects at secondary."
    - Result 6: "Teacher training colleges have necessary facilities and resources, and more secondary teachers are drawn to science subjects and better prepared. "

The Logical Framework presents a coherent and explicit causal chain. The last piece of the ESDP strategic elements is the Monitoring and Evaluation Framework (MEF), which follows the Logical Framework, but leaves behind several interesting strategies that appear in Chapter 4. For instance, regarding the elements of Outcome 1[8] of the Logical Framework on access, participation, and equity:

- The output "uptake and completion of post-basic technical and skills training" does not appear on the M&E Framework.
- There is no reference to several strategies for teachers that appear on chapter 4.6 on recruitment, deployment, retention, Pupil-Teacher Ratio (PTR), Teacher Training Colleges' capacities, or the needed change in public perception of the profession.
- Demand-side factors in the collaboration with LGAs are not included in the M&E Framework. Those factors, including cost-reduction/compensation/incentive mechanism to attract pupils, or inclusive approaches and Information, Education and Communication (IEC) campaigns.
- In the school environment, 4.6 proposed a KAP (Knowledge, Attitude, Practice) strategy to improve staff attitudes with special consideration on marginalized groups, girls, and children with disabilities. This strategy is not included in the M&E Framework.
- On the post-basic learning opportunities, strategies on non-formal education and reducing geographic disparities in order to increase the political will, etc., are also not included in the M&E Framework.

The proposed strategies (even if not detailed in specific interventions) could achieve the expected impact. Once again, our main concern is that having two sets of strategies greatly complicates the task of education actors in the implementation of the strategies and monitoring of their impact.

[8] We found similar inconsistencies also for outcomes 2, 3, and 4.

Soundness of the Financial Framework

The financial framework is overall consistent, based on the Simulation Model (SM), a comprehensive document designed on Excel spreadsheets, with multiple sheets that include all the sub-sectors of the ESDP. It was originally developed by the UNESCO consultants and then completely reviewed by Cambridge Education. However, the SM is based on data from BEST 2013, and therefore, the projections are outdated.

The macro-economic projections are basic[9], including a similar GDP annual growth rate of 6.5%-6.9% for each year of the Plan, and the same share (27.2%) of the GDP spent by the government budget throughout the whole period.

Projections for enrollment and human and physical resources are included. The SM includes three scenarios. The third, or low-cost scenario, was chosen, with some adjustments for certain priority areas, such as school construction, tending toward scenario two (medium-cost scenario). The projections in Chapter 7 of the ESDP have been updated with more recent data, setting a reliable baseline of data for the costing and financing projections.

The overall education budget has steadily been increasing, but the share of the government budget allocated to education has decreased because debt servicing has rapidly increased[10]. Since 2009, the education sector has received more than 4% of the GDP, which is within the international benchmark of allocating at least 4% to 6% of the GDP to education. Regarding the other benchmark of allocation, at least 15% to 20% of public expenditure goes to education, however, it depends on how it's calculated. The Government of Tanzania (GoT) prefers to calculate this percentage without considering the amounts paid in debt servicing. If debt servicing is included, the budget allocated to education was 18.3% in 2009, then increased to 19.1% in 2012, then declined to 16.2% in 2016[11] (14.7% according to Table 7.8). If the debt servicing is not included, the trend in financing the education sector has been much more erratic, as we can see in the table below.

[9] The Ministry of Finance and Planning participated in the discussions and approved this scenario.

[10] The Multilateral Debt Relief Initiative (MDRI) in 2006/07 reduced total public debt-to-GDP ratio from 47% to 19%, but that ratio was 38% in 2016/2017. Tanzania maintained a low risk of debt distress, but the debt servicing has been increasing from 3% in 2012 to 8% in 2018, significantly affecting the percentage of the budget allocated to the different public services, including education.
http://www.imf.org/en/Publications/CR/Issues/2018/01/16/Republic-of-Tanzania-Seventh-Review-Under-the-Policy-Support-Instrument-Press-Release-Staff-45565

[11] Table 1.3. on ESDP, 9.

Table: Education Sector Budget as Percentage of Total Budget

Year	Education Sector Budget as % of Total Budget	Education Sector Budget as % of Total Budget (without debt servicing)
2009/10	18.3%	N/A
2010/11	17.6%	18.7%
2011/12	16.9%	18.3%
2012/13	19.1%	21.0%
2013/14	17.4%	19.6%
2014/15	17.6%	N/A
2015/16	17.2%	24.0%
2016/17	16.2%	22.1%
2017/18	14.8%	21.2%

Source: BEST 2016, mentioned on ESDP, 9 y 39, and ESA, 43.

Table: Sector allocation 2015/16-2017/18

MINISTRY OF FINANCE AND PLANNING

Sector Allocation

Sector	2015/16			2016/17			2017/18		
	Bilions Shs	% Change	% over Budget less CFS	Bilions Shs	% Change	% over Budget less CFS	Bilions Shs	% Change	% over Budget less CFS
Education	3,870.2	11.7%	24.0%	4,770.4	23.3%	22.1%	4,706.4	-1.3%	21.2%
Health	1,821.1	14.7%	11.3%	1,988.2	9.2%	9.2%	2,222.3	11.8%	10.0%
Water	573.5	-13.8%	3.6%	1,023.7	78.5%	4.8%	747.9	-26.9%	3.4%
Agriculture	1,001.4	-7.7%	6.2%	1,056.0	5.4%	4.9%	1,150.4	8.9%	5.2%
Lands	67.4	-24.2%	0.4%	61.9	-8.1%	0.3%	68.7	11.0%	0.3%
Roads and Transport	2,428.8	15.2%	15.1%	5,470.3	125.2%	25.4%	5,541.3	1.3%	24.9%
Judiciary	199.9	-37.2%	1.2%	167.2	-16.3%	0.8%	160.5	-4.0%	0.7%
Energy and Minerals	916.7	-15.9%	5.7%	1,132.6	23.5%	5.3%	998.5	-11.8%	4.5%
Other Social	65.3	-55.9%	0.4%	80.5	23.3%	0.4%	140.0	74.0%	0.6%
Total Sectors	**10,944.2**		**68.0%**	**15,750.6**		**73.1%**	**15,736.0**		
Other Expenditures	5,154.7	4.5%	32.0%	5,789.0	12.3%	26.9%	6,502.3	12.3%	29.2%
Total expenditure less CFS	**16,098.9**		**100.0%**	**21,539.6**		**100.0%**	**22,238.3**		**100.0%**
Add: CFS	6,396.6			8,000.0			9,461.4		
Total	**22,495.5**			**29,539.6**			**31,699.7**		

Source: Ministry of Finance and Planning

According to these detailed figures from the MoFP, from 2015/16 to 2016/17, the education budget increased by 23.3% in absolute terms, but the share of the national budget allocated to education decreased, even without considering the debt servicing (called here CFS-Consolidated Fund Service), from 24% in 2015/16 to 23.3% in 2016/27 to 21.2% in 2017/18. An increase to 25% by 2020, as proposed in the ESDP[12], seems unrealistic[13].

[12] The KPI related to this issue is phrased as "By 2020 the percentage of the National Budget (excluding debt servicing) allocated to education (across all Ministries) will be at least 25%" (ESDP, 59).

[13] If the preference of the government is to calculate the share allocated to education in relation to the government budget without the debt servicing, the ESDP should include figures calculated in this way. However, table 1.3 (page 9), table 7.8 (page 136), and other paragraphs in the ESDP, refer to the calculations done with the debt servicing.

Moreover, there is a contradiction between the target of the 25%, which would imply a significant increase from the actual 21.2% (without debt servicing), and the static 14.7% (with debt servicing) proposed on table 7.8, for all the years of the ESDP. Moreover, as a warning, the ESA points out that the financing target proposed in the previous ESDP 2008-2017 (to reach 22% of the budget allocated of education), was not achieved, “despite the key macroeconomic hypotheses having been met (in terms of both GDP growth and domestic revenue”.

Regarding the consistency of the quantitative scenario with the strategies, programs, and targets, it is reasonable to increase the budget in those levels linked to the Vision 2025 guidance of this Plan. Thus, the ESDP expects “a significant increase in spending on non-tertiary technical education, because of the policy to stream Form 4 graduates increasingly into that sub-sector” (ESDP, 132). The expected increase is 54% from 2016 to 2017, then 27% from 2017 to 2018, and then only 4% and 5% for the last two years. Despite this sharp decline in the growth rate, it is also said that, “this increase will become more pronounced after 2021, when the growth of this sub-sector really takes off” (ESDP, 132). If Tanzania wants to be a middle-income country by 2025, it is dangerous to wait until the last four years to “take off,” as the capacities have to grow progressively. Moreover, other two important education levels for the Vision 2025, namely advanced secondary and tertiary technical education, have virtually no budget at the end of the Plan (1.3% for advanced secondary and 0.7% for tertiary technical education). At the same time, five sub-sectors will have a budget increase of more than 40% in one year, from 2017 to 2018. This can raise questions regarding absorptive capacity.

Pre-primary, as a new sub-sector of the compulsory cycle, is receiving more attention than in the past, and its budget will increase from 4% of the education budget in 2016 to 7.9% in 2020. Teacher education, praised as one of the most important elements, and despite deteriorating PQTRs, sees a budget increase from 2.2% in 2016 to 3.0% in 2018, only to be reduced again in 2020 to the 2.5%. Primary and lower secondary, despite absorbing more than half of the education budget, will substantially reduce their weight, from 64.7% to 53.9%. Despite having nearly reached Universal Primary Education in 2007, the NER in primary education has been sharply declining, reaching values around 84% in 2017. The regional disparities are still enormous, with half of the regions in Tanzania with an NER below 80%. It does not seem that this is the right time reduce the investments, proportionally, in basic education. Higher education (HE) is the big winner of the new distribution of resources, as its budget will increase from 20.8% in 2016 to 28.6% in 2020. However, it should be considered that HE is not a priority for donors in low-income countries.

It is significant that only 2% of the recurrent expenditures are allocated to the quality of basic and secondary education (see Table 7.7). There is a potential explanation based on section 7.3 about "Strategies not included in the costing simulation model" (ESDP, 130). Otherwise, it would show a low commitment of the government despite having include quality as one of the four priority themes.

Another significant element in the financial framework, is that the dominance of the MoEST in the education sector does not correspond to its weight in the education budget. On page 44,

the ESA includes a short analysis of the allocations to LGA. The figures provided show the growing share of the education budget spent by decentralized levels, which went from 56% in 2008/09 to 66% in 2012/13. They were expected to rise to 70% in 2013/14, but the percentage in 2017/18 is 69%, while the MoEST spent 28% of the education budget. The ESDP does not mention anything about this, despite the obvious implications to the implementation of the ESDP.

Regarding the external funds, only 7% of the education budget is provided by DPs. Annex 1 of the ESDP includes an interesting Operational Matrix, with a detailed mapping of the educational interventions DPs are supporting in Tanzania.

Soundness of the Operational Plan

The Operational Plan (OP) includes information for each strategy for each year of the plan, with annual outcomes and annual budgets, responsible agencies, and funding sources. The OP is organized by strategies (taken from the priority programs in chapter 5) and these are not broken down into activities. The MoEST says in the ESDP that "such a plan cannot enter into the details of the operationalization of each strategy" (ESDP, xviii). However, this is precisely the purpose of an Operational Plan: to operationalize the strategic framework, making it more concrete to facilitate its implementation, monitoring, and evaluation. The GPE/IIEP Guidelines for Education Sector Plan Preparation are explicit in recommending the outline of "the detailed activities for a specific period of the plan, with information on timing, roles, responsibilities, and costs." The action plan should be consistent with the policy priorities and programs of the ESDP.

As examples of strategies in the OP that are too vague and have no associated specific interventions, we can read on Program 1:

- Make schools inclusive for students with special needs.
- Enhance the attractiveness of the teaching profession.
- Provide adequate learning resources.
- Strengthen school WASH.
- Provide competent teaching staff.

If those strategies are not concretized into specific interventions or activities, the staff of MoEST and PO-RALG will not have sufficient information to put those strategies into practice.

OP and ESDP do not speak the same language in terms of the budget. For instance, the ESDP program budget (Table 7.3) includes two budget lines for each program: one called, "Simulation Model" and a second one called, "Strategy Budget Additions." The budget in the OP includes only one of these budget lines, but the contents aren't always the same. For instance, OP Program 1 on Access, Participation and Equity, includes values similar, but not the same, as the "Simulation Model" budget line in Table 7.3. However, OP Program 5 in Higher Education has a total cost of TZS 6,770 billion in Table 7.3, but only a cost of TZS 1,692 billion for the "Strategy

Budget Additions," which is the figure on the OP. Values in OP Program 6 are similar to the "Strategy Budget Additions," but values on 2, 3, and 4 are completely different. This made analysis difficult and, what it is more important, will make it difficult for MoEST/PO-RALG's staff to know what the available budget is for each strategy.

Unit costs are considered for all sub-sectors and clearly identified in the Operational Plan. Indicators and target outputs are not included.

4.3 Equity, Efficiency, and Learning

Robustness and Relevance of the Strategies

The ESA identifies some interesting data and key issues relating to equity, efficiency and learning. However, most of that information is not included in the ESDP, where information on the three domains is very scarce. Moreover, the above-mentioned lack of consistency in the structure of the ESDP makes it difficult to analyze the impacts expected in these three domains.

Equity

Tanzania is experiencing exclusions in education – of poor children, young mothers, children with disabilities, out-of-school children, teenage mothers and teenage wives, refugees, working children and others. Significant numbers of children remain out of school (29% according to the ESDP, 112). The ESDP includes "Inequity of access and learning outcomes" as one of the four main challenges faced by the education sector (ESDP, 16). It identifies some issues related to equity: 1) high poverty levels, 2) a high prevalence of HIV infection, especially among women, 3) the level of orphanhood, 4) refugees resulting from political and armed conflict in neighboring countries, 5) migration due to nomadic pastoralism, 6) rural-urban patterns, 7) hard to reach areas, 8) children with disabilities, and 9) out-of-school children.

The Education Sector Analysis (ESA) and the new data obtained in 2016 and 2017 identified issues related to equity, internal efficiency and learning in the Tanzania education delivery. Data clearly indicates the close relationship between these three dimensions in education. The ESA has used an array of data succinctly presented with statistics, graphs and figures in a very visual way. Some causal links and suggestions for the future strategies are presented as well. We find data assessing the following disparities: geography, income, gender, disabilities, socio-economic disparities, orphanhood, and wealth. To analyze these factors, ESA used data on equity issues from the following documents: Household Budget Survey, the BEST and different studies by organizations such as UNESCO, UNICEF, the World Bank, and the GPE as well as the previous ESA of 2011.

Gender disparities among the learners

With regard to gender disparities, the ESA focused the analysis on the two supply constituencies of education: (i) learners and (ii) teachers. More girls are completing primary

education than boys do, while less girls are represented at later levels of basic education, and less women are in teacher training. According to the ESA, gender parity at primary level had been achieved in 2006. At A-level (lower secondary), the Gender Parity Index (GPI) was 1.05 in 2017, while at O-level it is only 0.55. The MEP does not include any indicator related to gender parity.

The ESA emphasizes the importance of gender parity among teachers as "a certain degree of gender balance in the teaching profession is desirable, as the likelihood of having a female teacher has been demonstrated to have a direct impact on the decision to enrol or keep girls in school. As such, it is an indirect factor of equity in girls' access to basic education" (ESA, 80). However, the ESA and the ESDP do not offer specific information regarding the proportion of female teachers. A study by the World Bank[14] pointed out that Tanzania reached gender parity in the teaching workforce in primary education. The ESA does not offer figures on the number of female teachers but gender parity on teacher education is declining and far from parity (ESA, 80).

Table 6.3: Gender Parity Index in Teacher Education, by Type of Course, 2009-13

	2009	2010	2011	2012	2013
Teacher Education	*0.94*	*0.83*	*0.85*	*0.78*	*0.72*
Preservice Diploma	0.65	0.69	0.60	0.64	0.60
In-service Diploma	0.46	0.64	0.51	0.45	0.47
Preservice Certificate	1.16	1.02	1.02	0.82	0.79

Source: BEST, 2013 and 2014, found on ESA, 80.

A reason flagged by ESA for girls' comparatively weak participation in post-basic education was girls being compelled to terminate their studies when they become pregnant at primary and secondary school levels. However, the ESA confirms that the extent to which early pregnancy affects girls' participation in school has not been established. BEST 2013 data indicates that 4,700 girls dropped out of secondary school due to pregnancy in 2012, which represents less than 0.5 per cent of enrolment. What data has not been able to establish is the number of girls who choose to remain silent "due to the punishing nature of the policy", which leads some of them to cite different reasons for leaving school. Meanwhile, the Center for Reproductive Rights, an international NGO, estimates that Tanzanian schools routinely expel over 8,000 girls every year from school as a result of pregnancy[15]. In 2009, the MoEST drafted guidelines to allow pregnant students and young mothers to reenter the education system. DPs and CSOs had put some pressure for those guidelines to be approved and there was hope that they would be. However, in June 2017 the President Magufuli declared that pregnant girls and young mothers will not be

[14] http://pubdocs.worldbank.org/en/503321464369505837/WB-SDI-Brief-Tanzania-EDU-v6-web.pdf
[15] https://www.reproductiverights.org/sites/crr.civicactions.net/files/documents/crr_Tanzania_Report_Part2.pdf

able to return to school[16], disregarding the fact that these girls have the right to education, too, and that Tanzania has one of the highest rate of adolescent birth rates in the world (130 per 1,000 women ages 15-19)[17]. The guidelines (and the topic) have been totally shelved away and the ESDP and the National Strategy for Inclusive Education do not even mention pregnant girls. This makes it difficult to achieve SGD #4 through inclusive education. From a human-rights approach, this is an unfortunate step backward. When asked about this issue, MoEST's officers confirmed the official GoT's stance: pregnant girls/young mothers should not go back to mainstream government schools but should instead go to the Non-Formal Education alternatives or the private sector.

Children with Disabilities: According to the ESDP, "An estimated 400,000 school-aged children with disabilities live in Tanzania. Only 42,783 children are registered in primary and 8,778 in secondary schools" (ESP, 37). This leaves a large number of the out-of-school population of the most vulnerable children. These children include girls and boys with Albinism, Autism, Down Syndrome, Deaf, Blind, Deaf-Blind, children with physical disabilities and mental impairment. Amongst the most vulnerable are adolescent girls living with disabilities. The NGO ADD International, in its "Disability and Gender-Based Violence Report" described serious acts of sexual exploitation and abuse of the girls living with disabilities and pointed out how vulnerable these girls are. Provision of education for these groups can not only help these children to become more independent and fulfil their potential but can also serve as a protection mechanism. According to the ESA, the number of teacher trainees for the certificate in special education increased from 138 in 2009 to 419 in 2013.

Out of School Children: Despite the rapid growth in enrolment in recent years, large numbers of children are still out of school. In 2016, the MoEST conducted with UNICEF the "Out of School Children Study" and found that there are approximately 3.5 million children and youth who are not receiving any kind of education. According to the ESDP, there are 29% of children of basic education age are out-of-school, and the target is to reduce this percentage to 19% by 2020 and to 8% by 2025. Those figures seem unrealistic, as we detailed in the table about challenges in section 4.2

Refugee Children: UNHCR's collaboration is ensuring that countries have the opportunity to account for refugees in their sector plans and receive the fund necessary in response to SDG4. The National Strategy for Inclusive Education says, "Large numbers of refugee children remain out-of-school and their access to mainstream education is weak, despite the fact that Tanzania became a pilot country for the Comprehensive Refugee Response Framework (CRRF) and has committed to enhancing refugees' access to education through inclusion in the national education system" (page 20). It seems that whether to include refugee children in the strategic plan was a highly contested issue. The GoT decided a few weeks ago to pull out of the Comprehensive Refugee Response Framework (CRRF) and encourage a policy of repatriation.

[16] https://qz.com/1013111/tanzanias-john-magufuli-does-not-want-young-mothers-to-go-back-to-school/
[17] http://hdr.undp.org/en/content/adolescent-birth-rate-women-aged-15-19-years-births-1000-women-ages-15-19

Regional Disparities: The ESA provides a good amount of information, including some very interesting maps, on regional variations. The ESDP only include one graphic on page 22 on the regional disparities on NER in primary education. While NER in Mara is 111.6%, it is only 72.5% in Kigoma. According to the ESA, the GER in secondary education ranges from 14% in Katavi to 91% in Geita. Section 4.6.1 points out, "The programme should aim to minimize regional disparities, paying attention to cost-efficiency and use satellite schools where appropriate to reduce gaps in distance to school". However, the budget for satellite schools on the OP is zero. Moreover, according to the ESA, the population in Tanzania is still predominantly rural (70.9%). The ESDP further presents adequate data on rural urban disparities in enrollment, examination performance, PTR, infrastructure and availability. Some of these disparities are evidenced in the table below.

Indicator/Context	Urban	Rural
PTR (Primary?)	92:1	70:1
Adult illiteracy rate	8%	29%
Indicator/Region	Tabora	Dar Es Salaam
Adult Literacy	59.0%	96.1%
	Tabora	Kilimanjaro
6-year-old out of school	80%	26%
Primary aged out of school	44%	6%
Lower secondary school aged	58%	24%

Source: ESDP, 29 and 37.

Efficiency

The ESA includes a full section (chapter 3) on internal efficiency that focuses on repetition and dropout. All the information is from the period 2009-2013, and it has not been updated in the ESDP. The only information on repetition is reduced to these data:

- Repetition has risen in early primary grades, to reach a high of 4.9% in 2014 for the entire cycle (against 0.7% in 2012 and 2013). By 2016 this had reduced slightly to 3.8% (ESDP, 23).
- For all secondary grades, repetition has dropped, bringing the indicator for the full O-Level cycle down from 4.9% in 2009 to 1.6% in 2013, and for the full A-Level cycle down from 2.9% to 0.3% (ESDP, 25).

The ESA points out that repetition levels in primary and lower secondary education in Tanzania are low as compared to other countries in the region. The percentage of repeaters in 2013 for Sub-Saharan Africa was 8.7% for primary, and 11.9% for lower secondary (ESA, 36-37).

The information on dropout rates on basic education is very scarce in the ESDP. The average annual rate in primary was 6.4% in the period 2009-2016 (ESDP, 23). However, the MEF

includes “average dropout rate in primary education” as a Key Performance Indicator with a baseline value of 10.3% and a target value of 2.5% in 2020. It is significant that the ESDP points out that the primary retention has gradually eroded, from 100% in 2009, to 85% in 2013, to just 56% in 2016 (ESDP, 23). Despite such a huge decline, the Plan does not include any analysis about the underlying causes. On the other hand, the ESA provides some interesting (although outdated) figures regarding survival and dropout rates.

Footnote #10, on the ESA points out: “In the absence of specific figures for the number of pupils that dropout each year, the method of calculation of dropout rates is not reliable for the last grade of each cycle, as it is based in part on enrollment in the first grade of the following cycle, and therefore compounds dropout with transition, which is affected by success/failure in end of cycle examinations”. Nonetheless, the authors of the ESA managed to put together some interesting information in the table below:

Table 2.1: Survival and Dropout Rates, by Cycle and Grade, 2013

	Survival Rates		Dropout Rates	
	Cumulative	**By Cycle**	**By Grade**	**Cumulative by Cycle**
Primary				
Standard I	100.0%	100.0%	3.6%	3.6%
Standard II	95.6%	95.6%	6.8%	10.9%
Standard III	88.4%	88.4%	2.7%	13.9%
Standard IV	85.0%	85.0%	11.1%	24.3%
Standard V	74.8%	74.8%	2.1%	26.7%
Standard VI	73.1%	73.1%	17.3%	39.5%
Standard VII	60.2%	60.2%	—	—
O-Level				
Form 1	34.3%	100.0%	0.8%	0.8%
Form 2	33.9%	98.7%	26.5%	27.3%
Form 3	19.4%	56.4%	10.5%	49.0%
Form 4	17.1%	49.8%	—	—
A-Level				
Form 5	1.6%	100.0%	5.6%	5.6%
Form 6	1.5%	91.5%	—	—

Source: BEST, 2013 and ESA’s authors calculations, found on ESA, 39.

As we can see, just 60 children who start primary education will reach the 7th grade, only 17 will finish lower secondary, and only 1.5 will finish secondary education. This information is not mentioned in the ESDP.

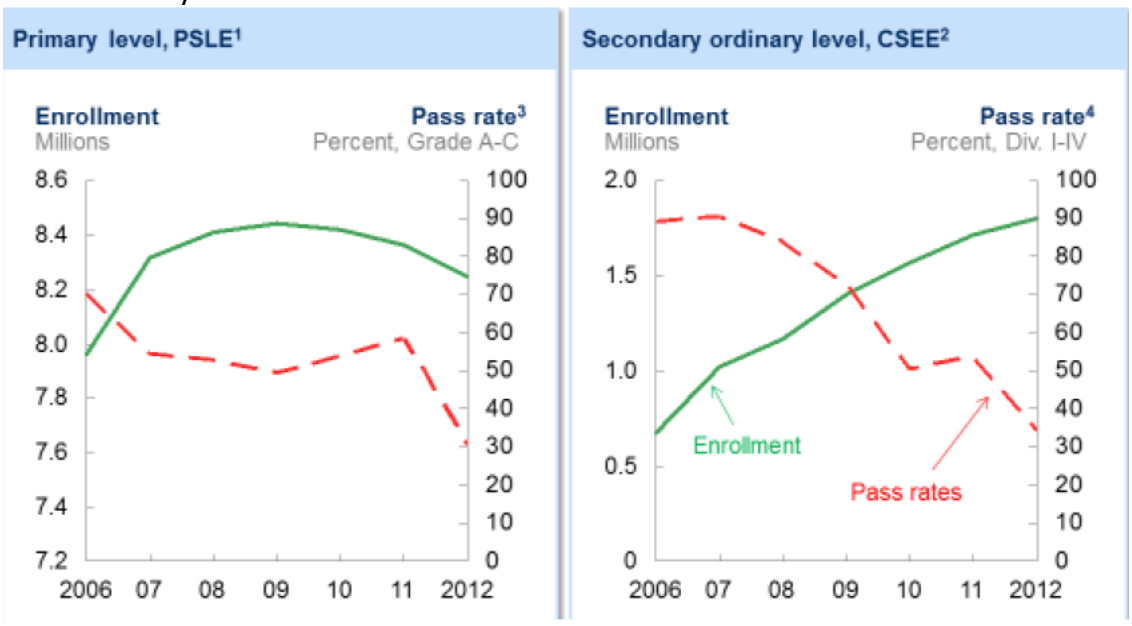
Transition rates between levels on basic education are not mentioned. The Plan mentions the transition rate from lower secondary to advanced secondary and TVET, but the figures are not consistent and there is no analysis of the underlying causes.

Learning

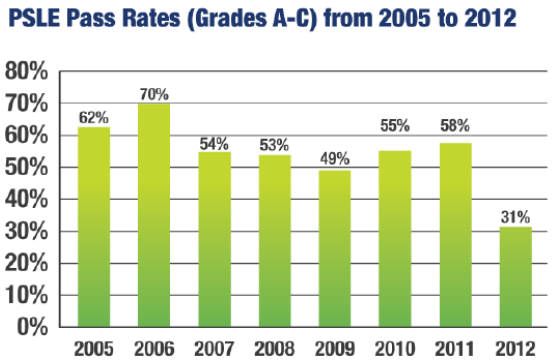
In chapter 1, he ESDP clearly states the main challenges:

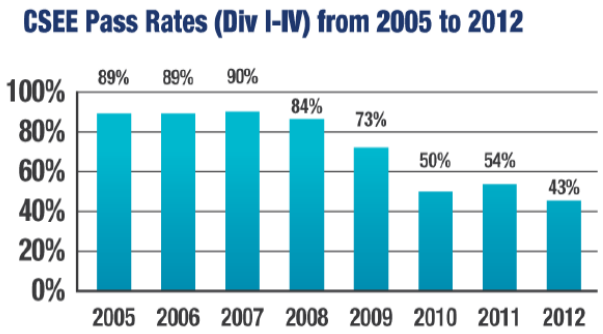
> The main challenge is the poor learning outcomes as reflected by poor pass rates in the national examinations at basic education (primary and lower secondary education), poor literacy and numeracy skills of children participating in basic education, and poor livelihood and life-long learning skills among graduates at various levels of education (ESDP, 3).

The following graphics illustrate the situation in Tanzania in terms of test pass rates in primary and secondary education.



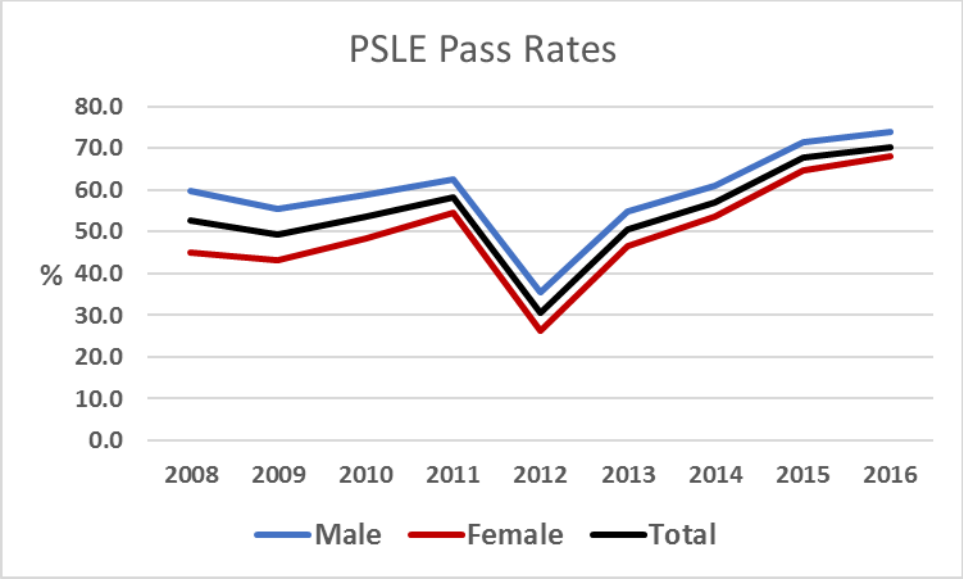
Source: NECTA, BEST 2012, BEST 2010 (found at Todd and Attfield, 2017: 18).





Despite those decreasing trends, over the last few years, the pass rates have improved. The Primary School Leaving Examination (PSLE) pass rates improved rapidly with the introduction of the Big Results Now Project, reaching 67.8% in 2015. Although it is still far from the 80% target of the project, it represents a significant progress (Todd and Attfield, 2017: 17). CESS pass rates also increased up to 69%.

Figure 4.1: PSLE Pass Rates 2008-2016



In order to improve these rates, in 2017 the MoEST, together with other education institutions and development partners, implemented a major reform of the School Quality Assurance (SQA), which includes evaluation standards and guidelines, the involvement of all education stakeholders in SQA, and a bottom-up approach, among other measures to improve the quality of education (ESDP, 35).

The medium of instruction is a significant issue in Tanzania. The current medium of instruction in primary schools is Kiswahili. It is important to note that, despite being widely spoken in Tanzania, Kiswahili is not the mother tongue for 90% of Tanzanians. Therefore, despite being a local language (and the official language), it is still a barrier for learning for millions of children. In public schools, after seven years studying in Kiswahili, students moving to secondary education are abruptly confronted with learning all subjects in English. The ETP included two policy statements proposing the dual use of Kiswahili and English as medium of instruction in secondary school. However, a survey done by Twaweza and the Ministry of Education found that 63% of the parents prefer English for the education of their children both in primary and secondary levels[18]. Tanzania has seen an increase of children attending private schools, where English is the only medium of instruction from Standard I. The ESDP does not make any reference to this important issue.

Change Strategies

There is an explicit results chain in the ESDP Logical Framework (pages 66-67), but as mentioned above, that chain is not aligned with Chapter 5, where outcomes and strategies are presented with a program-centered logic.

The planned strategies could help in improving efficiency and learning, as some significant aspects, including the improvement in the working conditions of teachers, the qualifications of teachers, the School Quality Assurance system, the improvement of physical conditions in schools (e.g., renovated classrooms and water and sanitation facilities), and others are taken into account. There are also strategies centered on children with disabilities and other marginalized groups, and therefore some impact can be expected despite the lack of concretion in many of the strategies: the target group is mentioned but the strategy is not well defined, and, as mentioned, activities are not included. Therefore, the implementation of the strategies can be seriously compromised as the education actors will not have sufficient elements to put them into practice. Some MoEST respondents mentioned that thematic or sub-sectoral strategies will follow, but this is not specified in the ESDP.

With respect to innovative ways to address key issues related to equity, efficiency, and learning, ICT learning is proposed throughout the programs on post-basic levels. Program 5 on quality and relevance for higher education includes component 3 in “research and innovation” that will promote innovative ways to improve educational contents, the needs of the labor market, and society in general. Program 6 also proposes to carry out research and innovation to improve quality education. Some DPs (DFID, UNESCO, and UNICEF) are also promoting innovation in the education sector.

[18] Twaweza Press release, 16 July 2015.

Results Framework

What the ESDP calls the "Results Framework" is a table on pages 111-113 with the Key Performance Indicators (KPIs). It includes a series of outcome indicators, disaggregated by sex and region, with a baseline, and targets for 2020 and 2025, even though the ESDP ends in 2020/2021. It is surprising to see that education authorities did not consider this relevant to include as KPI indicators, such as the NER and/or GER for different education levels.

This table is actually a subset of the Monitoring and Evaluation Framework (MEF), on annex 4. The MEF derives directly from the ESDP Logical Framework (Figure 5.1, pages 66-67) and it includes four outcomes and their respective outputs, their indicators, the definition of the indicator, baselines, and annual targets for the five years, data sources, and frequency of data collection, responsibility, and reporting. Indicators of efficiency (e.g., dropout rates and transition rates), equity (e.g., number of disabled students, number of schools supported with interventions targeting girls), and learning (e.g., percentage of primary/secondary schools independently assessed for learning outcomes, percentage of valid candidates who sat for their PSLE/CSEE and who passed, percentage of standard 2 learners who achieve the national benchmark on reading in nationally representative EGRA) are included. Indicators are disaggregated by sex, grade, district, and region, as appropriate.

As we mentioned, it is unfortunate that the MEF includes general outputs and outcomes without any concretion regarding interventions and activities. The formulation of indicators is often not adequate, and, in many cases, they are in fact, strategies, results, or even activities, presented as indicators. We will provide some examples on section 4.5.

4.4 Coherence

Coherence Among the Strategies, Programs, and Interventions

As mentioned above, there is not a clear logical structure. There are two structures, one organized by thematic priorities (followed on the Logical Framework and the M&E Framework) and one organized by programs (followed in the Operational Plan), and neither intersects with the other. Moreover, this second set is poorly conceived, as exemplified in the previous section. As the LF and MEF contain a coherent set of strategies, we think the second set of strategies are confusing and unnecessary.

The outcomes and outputs (strategies) organized by thematic priorities are aligned with the available empirical evidence. They are overall coherent in targets to be achieved, and among themselves. There is consistency between the strategies at different levels, with proposals on all of them regarding access, quality, equity, and management. However, the Logical Framework and the M&E Framework do not include results or activities, but only very general outputs (strategies) and outcomes. In the case of the MEF, sometimes is difficult to follow as

there is a gap between the outputs and the indicators. This gap is "solved" by including what would be results in the column of the indicators. We will provide some examples on section 4.5.

As mentioned, the OP is organized according to the strategies of the six programs, not aligned with the strategies organized by thematic priorities, and does not include activities. Therefore, it becomes difficult to see the links between the planned inputs and the expected impacts over the medium term.

Comprehensive Costing Aligned with the Budget

The OP includes the only detailed budget in the ESDP and, as mentioned, it includes all the sub-sectors but it is not an activity-based budget. It is based on the six priority programs, and is not conversant with the strategies organized by thematic priorities. As a result, the logics are not comparable even if they have some strategies in common.

The costs of post-basic education and higher education, in particular, are, in our opinion, excessively high in relation to the goals and costs of basic education. In the Plan, the higher education level will absorb on average 27% of the education budget, 6 percentage points more than in 2016/2017 (ESDP, 133), while primary and lower secondary will absorb 56%, almost 9 percentage points less.

Note: The questions related to the monitoring and evaluation indicators are included in section 4.5 of this report.

4.5 Feasibility, Implementability, and Monitorability

Financial Feasibility

According to several informants at the MoEST and PO-RALG, the main challenge for implementing ESDP is inadequate financing. The funding gap is quite reasonable for year 2017/18 (7.7% of the education budget), but it grows significantly, almost doubling from year one to year five, as the projected costs increase substantially above the projected budget. In Table 7.8, the increase in the education recurrent and development budgets are consistent with the expected growth rates of the GDP, around 7% (ESDP, 136). However, we can see on the table below (annual variations in red added by the authors) that the projected costs increase by 25% from 2018 to 2019, while the projected budget increases by only 6%. Neither the government nor the donors expect to increase their education budgets in proportional terms to the projected costs.

Table 7.9: Financing gap for the total education budget, 2016/17-2020/21 (TSZ billion)						
	2016/17	**2017/18**	**2018/19**	**2019/20**	**2020/21**	**Total**
Projected cost	3,809	4,776	5,340	5,678	6,180	**25,783**
Variation		25%	12%	6%	9%	
Projected budget	4,157	4,409	4,813	5,059	5,350	**23,788**
Variation		6%	9%	5%	6%	
Absolute gap	348	-367	-527	-619	-830	**-1,995**
% gap	9.10%	-7.70%	-9.90%	-10.90%	-13.40%	**-7.70%**

Source: Prepared by the authors with data from the ESDP, 137.

In the macro-economic framework of the simulation model, the funds expected from donors are different from those in the ESDP. The table below shows these discrepancies.

Table: Education Development Budget-Development Partners

	2016/17	2017/18	2018/19	2019/20	2020/21
ESDP, Table 7.8, page 136	305	295	415	365	350
Simulation Model	305	295	275	225	211

Source: Prepared by the authors with data from the ESDP and the Simulation Model.

Development partners have expressed their willingness to align their contributions to the ESDP. During our interviews, the MoEST Directors insisted that the alignment of the DP's programs is required. Some even pointed out that DPs should make an effort to include more infrastructures in their education programs, as they are difficult to finance by the MoEST. As mentioned, in a laudable example of transparency, there is an Operational Matrix in annex 1 of the ESDP that includes detailed programs and contributions by donors.

Regarding the financial feasibility of the ESDP, in addition to other elements pointed out in the financial framework section, a respondent in the Ministry pointed out that the budget is not under MoEST's control. The Ministry of Finance and Planning (MoFP), the President, and Parliament routinely intervene with their own priorities.

The recurrent expenditures in 2017/18 are 75.9% of the total education budget. Domestic resources cover 100% of recurrent expenditures. The contributions to the education sector by DPs, around 7% of the total education budget, represents 27.3% of development expenditures.

The ESA pointed out that the budget execution for the education sector had improved in 2012/2013 compared to previous years. However, the level of execution for the development budget was then 80%, with great disparities among the different education levels: from 98% in

higher education to 44% in secondary education (ESA, 44). However, the budget execution is not included in the ESDP.

System Capacity

Several informants, including MoEST staff, recognized the gaps in terms of the capacity of the education authorities, including the sub-national levels. The ESDP does not include a Capacity Development Plan (CDP). On two occasions in 2017, the GPE Secretariat recommended to include one. However, MoEST rejected the suggestion because "it will take considerably more consultation and time"[19]. The OP states on page 8 that "the Ministry will design and implement a sustainable professional and capacity development programme for all relevant staff according to sub-sector needs and ensure its implementation during the 5 years of this ESDP." It seems that, at this point, the MoEST is not ready to go further. Therefore, we think it makes sense to recommend including a clear timeline to develop a CDP in the ESDP, which should include a capacity assessment within the first year of the ESDP implementation. That CDP could also be completed with a clear definition of the roles and responsibilities of education personnel at various levels[20]. The collaboration between the MoEST and PO-RALG would be key in this task.

As mentioned above, the resources allocated to LGAs have been growing significantly in the last years in accordance with their increasing role in the management of basic education programs and activities. However, the ESDP does not detail the expected evolution of the resource allocation to decentralized levels.

Chapter 6.3 includes a detailed system to monitor overall sector performance. In addition to the multiple official bodies, Development Partners, CSOs, and the private sector are all invited to participate in monitoring the implementation of the ESDP through monthly meetings and a Joint Education Sector Review.

The strategic policy objective x, states that "Students, parents, community, commerce, industry and other stakeholders are informed and consulted" (ESDP, 51). The School Management Committees would be the mechanism for the participation of students, parents, and local communities in the implementation and monitoring activities of the ESDP (ESDP, 109).

Governance and Accountability

The JESR 2017 approved an action to "Disseminate the ESDP document to all sector actors including LGAs, DPs, Non-State Actors and CSO." The Commissioner said in our interview that

[19] Email from John Leigh, Cambridge Education, on January 1, 2018.

[20] Currently, the MoEST does not have clear job descriptions or definitions of the roles and responsibilities of staff, but they intend to have them for 100% of the staff by the end of the ESDP (M&E Framework, 85, indicators for output 4.4).

awareness of the ESDP is mostly confined to the central level, but not much so at sub-national levels (implementing levels)[21]. During our interview, the Permanent Secretary said that the plan needs to be translated into a popular language and disseminated in and out of the sector in order to avoid a conflict of ideas and implementation approaches. Lastly, the DPP mentioned that "it is important to prepare a popular version of the ESDP and disseminate it widely for the effective implementation of the plan."

The ESDP makes reference to a communication strategy in the M&E Framework, "MoEST will put in place a communication strategy in which monitoring and evaluation will play a vital role" (MEF, 41). However, in our interviews, we were told that the Ministry has had a draft of a Communication Strategy since 2013. We had access to a copy of this document, and it does not make any reference to the ESDP (2007/17, in force in 2013). According to some informants, a communication strategy is still under preparation by the communication units of the two Ministries, MoEST and PO RALG.

Some CSOs have complained about the government's lack of transparency in releasing official documents, which limits the CSO's ability to provide advice on key areas, such as education. Moreover, despite exhibiting the principles of transparency and accountability, the Government of Tanzania recently pulled out of the Open Government Partnership. According to some CSOs, this can question the commitment of the GoT with transparency and accountability.

Regarding the governance of the education sector, there are many coordination groups in the education sector in Tanzania:

- *Education Sector Development Committee (ESDC)*. This is the Local Education Group in Tanzania. Chaired by the Permanent Secretaries of MoEST and PO-RALG and co-chaired by Canada. It includes representatives from Development Partners (bilateral and multilateral donors), non-state actors, the teacher's union, and the private sector.
- *Education Development Partners Group (EdDPG)*. This is a local donor group. It also includes UNICEF and UNESCO. It is chaired by Canada and co-chaired by the United Kingdom.
- *Task Force Group Meeting*, created to support the GPE Grant Application. This is chaired by MoEST/PO-RALG and co-chaired by Canada and the United Kingdom.

Having Canada (on a rotation basis) chairing/co-chairing the three groups allows for good coordination and avoids overlapping and duplication. However, the ESDP is very critical: "there is general agreement that the current dialogue structure in the education sector is not functioning as it should" (ESDP, 117). According to several informants, mostly DPs, the process to develop the ESDP and the last JESR, have been mechanisms that have allowed for the improvement in the coordination and collaboration among education stakeholders, including a

[21] Surprisingly, during our interview, the REO of Dodoma and his Deputy were not aware of the contents of the ESDP.

harmonization of the education projects supported by the different DPs. Beyond that ad hoc improvement, the ESDP includes a section with a "proposal for streamlining dialogue structure" that assign the roles and responsibilities of the different coordinating bodies, e.g., the Cabinet of the GoT, the High-Level Meetings (with Ministers, Heads of Corporations, and Heads of non-state actors), the Inter-Ministerial Steering Committee, the ESDC, the ESDC Task Force, Technical Working Groups, and the JESR Technical Working Session (ESDP, 121). This proposal seems like a good starting point for improved governance of the education sector.

Risks to Implementation and the Mitigation of Risks

The ESDP includes a well-constructed risk matrix in its annexes, including mitigation measures. Virtually all respondents identified the risk of not acquiring sufficient resources, both financial and human. However, the potential lack of sufficient capacities at the central level (MoEST and PO-RALG) and, especially, at the decentralized levels, is not considered a risk in the matrix. The potential higher impact of the growing debt in the education budget is also not being considered a risk. The dependency on international aid is also a factor to consider, as well as the risk in a lack of commitment during the next five years from some of the donors.

Robustness of the Monitoring and Evaluation Framework

Note: Please see 4.3 for questions related to the Results Framework.

It is always important for the education authorities and development partners to be able to track the progress of the plan implementation. The MEF is well structured and it encompasses all necessary information, such as sources of verification, agency responsible for data collection, the frequency of collection, and the reporting line. The indicators are aligned with the strategies, outputs, and outcomes proposed in the Logical Framework of the ESDP (however, not with the strategies in Chapter 5).

In 2014, the Permanent Secretaries of the MOEST and PO-RALG agreed that the latter should collect and publish data for basic education. This provoked inconsistencies between the results in 2013 and 2014, because different methodologies were used. This problem seems to have been solved through a harmonization of methodologies between both ministries, and the ESDP assures that data is "100% accurate from 2015 onwards" (ESDP, 20). However, some informants mentioned that the PO-RALG data collection and management system is merely being strengthened. At MoEST, data collection, processing, presentation and analysis are coordinated by the Monitoring and Evaluation Unit within the Department of Policy and Planning (ESDP, 110).

The Education Sector Management Information System (ESMIS) was introduced in 2007 and it is a comprehensive but complex M&E system, which includes several Information Systems for different sub-sectors (Basic, Vocational, Higher Education), harmonized through the ESMIS. Lifelong learning and Inspectorate are also measured. An integrated School Information

System, developed by MoEST and PO-RALG, has been developed in recent years. MoEST is ultimately responsible for collecting and publishing all of the above sector data[22].

As we have mentioned in section 4.2, the MEF follows the four thematic priorities of Chapter 4, which is based on the Logical Framework of Chapter 5. However, as also mentioned, the MEF is not fully aligned with Chapter 4. We believe the main issue is that the MEF lacks a column that is specific to strategies, including strategies from chapter 4.6 that were left out. As we pointed out, a good number of the indicators are actually strategies. For example, on page 79, we can read on the column of indicators, "aligning all courses, qualifications, and degrees with the National Qualifications Framework." This is a strategy to improve the performance of the sector (Outcome 4), not an indicator. Another example on page 72, we read that the "status of curriculum revisions to mainstream local and global citizenship awareness at all levels of education". This is a strategy or a result, not an indicator. On page 58, "quality assurance bodies" appears on the column of indicators. And so on.

Other comments regarding the M&E Framework:

- Several targets are not quantified because a baseline was not done and there is no information regarding its future, for instance H27 on page 65 or H21 on page 70.
- There are 126 indicators. Collecting data is time and resource consuming. A rationalization of the MEF indicators would be desirable.
- On page 43, the wording of Outcome 1 has been substantially changed compared to the Logical Framework.
- Output 1.4 of the Logical Framework was not included nor analyzed on the M&E Framework. Outputs 4.2 and 4.3 on the LF were inverted in their order on the M&E Framework.
- Most of the indicators are output indicators, with some outcome indicators, as well.
- All the columns for Output 3.5 are unfinished.

As noted above, the annual Joint Education Sector Reviews are mentioned as opportunities for education stakeholders "to review the ESDP performance and make recommendations accordingly" (ESDP, 29). The ESDC Technical Working Groups are part of the M&E system.

The M&E Framework does not mention the monitoring of strategies to mitigate the vulnerability of the education system to political, social, and environmental impacts.

[22] Basic Education Management Information System (BEMIS), currently managed by PO-RALG, processes school-level data through an annual school census. PO-RALG also collects and reports on Adult and Non-Formal Education (ANFE). The data on Basic Education and ANFE are published annually in the Basic Education Statistics in Tanzania (BEST). The Vocational Education and Training Management Information System (VET-MIS), currently managed by MoEST, in close collaboration with the Vocational Education and Training Authority (VETA) and Folk Development Colleges (FDCs). The Higher and Technical Education Management Information System (HET-MIS), currently managed by MoEST, in close collaboration with higher education institutions. All sub-sector MIS are consolidated in one database, namely the National ESMIS, which is housed at MoEST.

5. Conclusions

Analysis of the Seven Characteristics of a Credible Plan (GPE/IIEP Guidelines for Education Sector Plan Preparation[23]).

Criteria	Strengths	Weaknesses
1. Guided by an overall vision	Guided by the Tanzania Development Vision 2025, the National Five-Year Development Plan, 2016/17-2020/21 and the SDG 4. Principles are set in Chapter 4.	
2. Strategic	Strategic Policy Objectives set.	A Capacity Development Plan is not included.
3. Holistic	All sub-sectors, from pre-primary to higher education, formal and non-formal education, are included in the ESDP, the Operational Plan, and the M&E Framework.	The distribution of resources between the sub-sectors does not seem coherent, as explained on section 4.4.
4. Evidence-Based	The ESDP is partially based on the evidence collected in the Education Sector Analysis. As it was done in 2015 with data from 2013 and 2014, new data from 2016 and 2017 have been incorporated to the Plan.	The ESA is outdated. The ESDP left out relevant information included in the ESA, for instance on equity and internal efficiency.
5. Achievable	There is a framework for budget and management decisions. Ownership by main stakeholders considered.	Financial constraints not effectively considered (education budget declining but ambitious target by 2020). The analysis of the current trends is weak and not always taken into account.
6. Sensitivity to Context	Several vulnerable groups considered.	The analysis of vulnerabilities is limited. No mention for education in emergencies.
7. Attentive to Disparities	Inequalities are identified and actions taken to overcome some of them. There is a Draft National Strategy for Inclusive Education.	Weak analysis and proposals on regional disparities. Weak gender-responsive strategies.

[23] https://www.globalpartnership.org/content/guidelines-education-sector-plan-preparation

The main **strengths of the Plan** are:

- The ESDP is linked to strategic documents, such as the Tanzania Vision 2025 and the National Five-Year Development Plan, 2016/17-2020/21.
- It is a comprehensive Plan, including all the education sub-sectors.
- Declared commitment of the GoT on improving equity and quality.
- The process to elaborate the ESDP has been very participatory and inclusive.
- The Monitoring & Evaluation Framework is solid.

Some **areas of improvement** are:

- The situation analysis is outdated.
- The duplicated structure can make the implementation and monitoring of the Plan challenging.
- The Operational Plan does not include activities.
- Stagnant education budget while the 2020 target is too ambitious.
- Only 2% of the recurrent expenditures are allocated to the quality of basic and secondary education
- There is no capacity development plan.
- Gender is not fully mainstreamed.
- The list of risks is incomplete.
- The communication strategy to disseminate the ESDP is not clear.

6. Recommendations

Overall recommendation:
The Education Sector Development Plan 2016/17-2020/21 will be ready for endorsement by the Education Sector Development Committee following some changes recommended in this appraisal report.

Recommendations:

1. **Structure**:
    a. It is recommended to align the presentation of the four thematic priorities (Chapter 4.6), the Logical Framework, the presentation of the six programs (Chapter 5), and the M&E Framework. The current structure is confusing and will jeopardize the implementation and monitoring of the ESDP. We think Chapter 5 has little added value, but as it seems to be the result of an extensive consultation process, we recommend aligning all the documents mentioned above.
    b. Both Chapters 2 and 3 include challenges. Because Chapter 2 discusses situation analysis, we recommend transferring the challenges from Chapter 2 and incorporating them into Chapter 3, which discusses "Key achievements and challenges."

2. **Operational Plan**:
    a. It is recommended to operationalize the strategies through specific interventions or activities. Currently it is a very general document and its implementation and monitoring will present many difficulties.

3. **Regarding the financing framework**:
    a. The document must be clearer in its calculation of the share going to education in the total national budget, as sometimes debt servicing is included and sometimes it is not. If the government's preference is to calculate the share without considering debt servicing, then all figures regarding the education budget should be calculated in that way throughout the ESDP.
    b. Given the evolution of the budget over recent years, the target of 25% in 2020 seems ambitious. It is recommended to make the case to the MoFP to gradually increase the current allocation to the education sector until reaching that figure. The argument, presented by a MoEST senior staff in our discussions regarding the relationship between education and achieving an industrialized middle-income society can be a powerful tool.
    c. Moreover, a study could be done to analyze different scenarios before 2025, using different degrees of the educated population and the implications for the economic and social development of Tanzania.
    d. The budget in ESDP, table 7.3, and OP budget must be harmonized.

e. It is recommended to include the budget execution of recent years and the link to the "weak disbursement of funds by donors" (ESA, 44).
f. If Tanzania Vision 2025 is to be achieved, significant and sustained investments in non-tertiary technical education must be done.
g. The financial framework should include clear information about resources that will be allocated to the LGA in the next five years.
h. The recent pronouncement to relieve communities from paying extra financial contributions to schools, is an altruistic goal, but it will affect the appropriation of some ESDP strategies, since costing was calculated based on the assumption that all communities would contribute. We recommend a rapid assessment of this.

4. Regarding **equity, efficiency, and learning**:
a. The key challenges and underlying causes of efficiency and learning should be analyzed in detail, providing evidence based on the most recent data.
b. More data regarding geographic disparities and detailed analyses of the most vulnerable groups should be included. Specific strategies should be included in the ESDP to reduce the gaps between regions and between rural and urban areas.
c. The right to education for all includes pregnant girls who have dropped out of school. It is recommended to return guidelines for allowing pregnant students and young mothers the ability to return to school, giving them the option to choose formal or non-formal education.
d. Despite no longer being a signatory of the Comprehensive Refugee Response Framework, the Government of Tanzania should devote more efforts to enhance access to education for refugees in Tanzania.
e. Gender is quite well considered in the analytical part and in some indicators but not so much in the strategies. It is recommended to include some strategies related to gender, for instance, developing gender-sensitive teaching and learning materials, increasing female teachers, and promoting measures to encourage girls to stay in school. It also would be desirable to train senior staff at MoEST and PO-RALG on gender issues.
f. Children with special needs: it is recommended to provide trained and equipped specialist teams in every region to help schools and communities identify children with special educational needs

5. Regarding the **Data and the Monitoring and Evaluation Framework**:
a. It is recommended to give special attention to the functioning of the proposed mechanisms in order to guarantee suitable coordination between the various Education Sector Management Information Systems (ESMIS).
b. It is recommended to include GER and NER for basic education levels, and the PSLE pass rate in the list of Key Performance Indicators.
c. There are 126 indicators in the M&E Framework. Collecting data is time and resource consuming. A rationalization of the MEF indicators would be desirable.

d. All the data in the ESDP should specify sources.
e. It is recommended to complete the information for all targets, especially those not linked to a baseline, after the approval of the ESDP.

6. **Technical and Vocational Education and Training:**
    a. The current proposed strategies and resources seem like a lost opportunity in terms of achieving the Tanzania Vision 2025. If Tanzania wants to be a middle-income country by 2025, the GoT could be investing more resources in training the manpower, in particular in TVET, today.
    b. It is recommended to create a consultative mechanism between employers and the education authorities to ensure a match between the skills needed by employers/investors and the education provided to the youth.

7. **Regarding the need to improve the capacities in the education sector:**
    a. It is recommended to include a clear timeline in the ESDP for development of a Capacity Development Plan (CDP), which should include a capacity assessment in the first year of implementation. That CDP should also include a clear definition of the roles and responsibilities of education personnel at various levels. The collaboration between the MoEST and PO-RALG would be key in this task.
    b. MoEST and PO-RALG should ensure they have the competent staff to oversee the implementation of the current plan.
    c. Training on the Human Rights Approach is recommended for MoEST and PO-RALG staff.

8. It is recommended to consider **additional risks that could affect the implementation of the ESDP**, such as 1) the potential lack of sufficient capacities at the MoEST and PO-RALG to implement the ESDP, 2) a potentially higher impact of the growing debt on the education budget, and 3) a potential lack of commitment from some donors in the next five years.

9. Regarding the **dissemination of the ESDP**:
    a. The ESDP should be disseminated among all stakeholders, including at the district and community levels. The publication of a summary in national languages may be useful.
    b. The Communication strategy (2013) should be updated and include a strategy to disseminate the new ESDP.
    c. Following the discussion with the Commissioner and the DPP, we recommend translating a short version of the ESDP into popular languages and disseminate it in and out of the education sector to avoid a conflict of ideas and implementation approaches.
    d. It is recommended to put in place the necessary mechanisms to ensure that the communication flows from the central levels to the sub-national level officers.

10. The ESDP includes references to several documents throughout the Plan. It is recommended to add a **bibliography** at the end of the ESDP.

11. Format:

a. A variety of people worked on the draft ESDP, and hence further editing and streamlining is required.
b. Include sources in all graphics and figures.

Annexes

- Annex 1: Acronyms and Abbreviations.
- Annex 2: List of People Interviewed.
- Annex 3: List of Documents Reviewed.

Annex 1: Acronyms and Abbreviations

ANFE	Adult and Non-Formal Education
BEST	Basic Education Statistics in Tanzania
CDP	Capacity Development Plan
CFS	Consolidated Fund Service
CRRF	Comprehensive Refugee Response Framework
CSEE	Certificate of Secondary Education Examination
DEO	District Education Officer
DP	Development Partner
DPP	Directorate of Policy and Planning
EGRA	Early Grade Reading Assessment
EMIS	Education Management Information System
ESA	Education Sector Analysis
ESDC	Education Sector Development Committee
ESDP	Education Sector Development Plan
ESMIS	Education Sector Management Information System
ETP	Education and Training Policy
GDP	Gross Domestic Product
GER	Gross Enrolment Ratio
GoT	Government of Tanzania
GPE	Global Partnership for Education
GPI	Gender Parity Index
HE	Higher Education
ICT	Information and Communications Technology
IIEP	International Institute for Educational Planning (UNESCO)
JESR	Joint Education Sector Review
LF	Logical Framework
LGA	Local Government Authority
M&E	Monitoring and Evaluation
MEF	Monitoring and Evaluation Framework
MCDWAC	Ministry of Community Development, Women Affairs and Children
MoEST	Ministry of Education, Science and Technology
MoFP	Ministry of Finance and Planning
NER	Net Enrolment Ratio
NGO	Non-Governmental Organization
NSGRP	National Strategy for Growth and Reduction of Poverty
OP	Operational Plan
PO-RALG	President's Office: Regional Administration and Local Government

PSLE	Primary School Leaving Examination
PTR	Pupil-Teacher Ratio
PQTR	Pupil-Qualified Teacher Ratio
REO	Regional Education Officer
SDG	Sustainable Development Goals
SIDA	Swedish International Development Cooperation Agency
SQA	School Quality Assurance
TZS	Tanzania Shilling
TVET	Technical and Vocational Education and Training

Annex 2: List of People Interviewed

Organization	Name	Position
MoEST	Dr. Leonard Akwilapo	Permanent Secretary
	Dr. Edicome Shirima	Commissioner of Education
	Gerald Mweli	Director of Policy and Planning
	Petro Makuru	Policy and Planning Department (Statistics)
	Hilda Mkandawire	M&E Officer DPP / GPE LANES Coordinator
	Venance Manori	Associate Director for cross-cutting issues
	John Leigh	Team Leader and Chief Technical Adviser Education Program for Results (EPforR) Technical Assistance
PO-RALG	Tixon Nzunda	Deputy Permanent Secretary-Responsible for Education
	Benjamin Oganga	Assistant Director for Primary Education and Acting Director for Secondary Education
Swedish Embassy	Helena Reuterswärd	First Secretary
	Stella Mayenje	GPE Focal Point
High Commission of Canada	Alice Birnbaum	First Secretary (Development)
UNICEF	Anna Smebyl	ECCD Specialist
UNESCO	Faith Shayo	Head of Education
World Bank	Nkaiga Kaboko	Education Specialist
DFID	Arianna Zanolini	Education Advisor
USAID	Laura Kikuli	Education Team Leader
	Danieli Nsanzugwako	Education Advisor
TENMET	Cathleen Sekwao	Coordinator
SENSE	Geofrey Atieli	Country Representative
HakiElimu	John Kalage	Executive Director
Plan International	Tumsifu Mmari	Chief of Education
TAPIE Tanzania Association of Private Investors in Education	Ester Alexander Mahawe	President and MP
	Mahmood Mringo	Chairman and Secretary General
	Laurent Gama	Secretariat
	Albert Katagira	Treasurer
	Dr Jasson Rweikiza	Member and MP
	Petro Masatu Pamba	CSSC
Independent Expert[24]	Beatrice Omari	Independent Expert

[24] Ms. Omari is currently working for the EPforR (Education Programme for Results). She was formerly a program officer at the High Commission of Canada.

Annex 3: List of Documents Reviewed

- **Government of Tanzania**
  - Constitution of Tanzania, 1977.
  - The Tanzania Development Vision 2025, Planning Commission, 1999.
  - National Five-Year Development Plan 2016/17-2020/21.
  - National Strategy for Growth and Reduction of Poverty II, Ministry of Finance, July 2010.
  - The functions and organisation structure of the Prime Minister's Office, Regional Administration and Local Government (PMO-RALG), President's Office, Public Service Management, February 2015.

- **Ministry of Education, Science and Technology**
  - National Education Plan 2016/17-2020/21, December 2017
  - Operational Plan, 2017
  - Monitoring and Evaluation Framework, 2017
  - Simulation Model, 2017
  - Risk Matrix, 2017
  - BEST 2016, Best Education Statistics in Tanzania.
  - Education Sector Performance Report, 2016-2017, August 2017, ESDC, Draft.
  - National Strategy for Inclusive Education, 2018-2021, December 2017.
  - National Framework for Continuous Professional Development for Practicing Teachers, December 2017.
  - The Guidelines for the Establishment, Management and Development of Satellite Centres of mother school, December 2017
  - Education Programme for Results Annual Report 2016-2017, MoEST and PO-RALG, September 2017.
  - Report of the Joint Education Sector Review Working Sessions, ESDC, September 2017.
  - Education Sector Analysis 2015, September 2016.
  - Medium-Term Expenditure Framework 2016/2017-2020/2021, July 2016.
  - Tanzania Report, Global Initiative on out-of-school children, MoEST and UNICEF, 2015/2016.
  - The Education and Training Policy, 2014.
  - Communication Strategy: Encouraging dialogue and participation, 2013/14-2016-17, Government Communication Unit, 2013.
  - Education Sector Development Plan 2008-2017, 2007.

- **Global Partnership for Education**
  - Guidelines for Education Sector Plan Preparation, 2015
  - Guidelines for Education Sector Plan Appraisal, 2015
  - Strategic Plan 2016-2020: Improving Learning and Equity through stronger education systems, 2015

    - Equity and Inclusion in Education: A Guide to Support Education Sector Plan Preparation, Revision, and Appraisal, 2010

- **Other sources**
    - Big Results Now! in Tanzania education: Has the delivery approach enabled teachers and delivered learning?, Robin Todd and Ian Attfield, August, 2017.
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    - UNHCR, Comprehensive Refugee Response Framework: from the New York declaration to a global compact on refugees, December 2016.
    - World Bank, Preparing the next generation in Tanzania, 2015.