

MEMORANDUM FOR: THE WORLD BANK DEVELOPMENT MARKET PLACE
FROM: GROUP 1 OF THE 3RD ANNUAL ATHGO GLOBAL FORUM

Action Forcing Event

- In the last few months, the Tanzanian government has decided to re-evaluate the education system, which has yielded unsatisfactory results. In particular, it has identified the disproportionate student to teacher ratio as a severe barrier to the adequate education of children, especially in rural areas.
- The policy re-evaluation creates an opportunity for effective and sustainable education reforms through the implementation of innovative, new policies which recognize the needs of local communities and individuals.

Background

- The government has already funded the construction of new schools, which has highlighted a severe shortage of teachers, especially in the inaccessible rural areas.
- To address this concern, the World Bank launched an initiative to deploy teachers to rural vacancies, but this was hampered by the lack of incentive for teachers to relocate.
- Quantity is not the only issue; the education system is also having difficulties ensuring the quality and dependability of teachers, partly due to inadequate salaries and lack of continuing professional support.

Recommendation

- We are proposing to set up a locally based institution, which to tentatively be called 'The Rural Teachers' Association of Kigoma' (RTA). This institution would be created in partnership with the Tanzanian government and local schools. Its primary aim would be to increase the supply and improve the quality of educators in rural areas.
- To this end the Association will assemble a group of local teachers to act as mentors for new and existing teachers. These mentors will be identified and selected in participation with the principals of the regions' schools.
- The mentors will receive specialist advice and training from expert external consultants. This will then enable them to conduct brief and intensive training sessions to train the local population as teachers. The newly trained teachers will be paid as teachers, but expected not to work year round, but rather when it does not interfere with other responsibilities.
- The RTA will include a decision making body made up of the schools' principals and overseen by an NGO representative and a government representative.
- The budget will be spent on the infrastructure of the Association, the costs of the external experts and stipends for mentors and new teachers during the training period.
- The advantages of this proposal are that it is:
 - Bottom up and locally sensitive, since the Association is run by the region's schools for the schools and community.
 - Potentially sustainable because the Association will exist after the funding finishes, including the trained mentors.
 - The Association may in the future address other issues for education in the region, such as extra-curricular activities (e.g. gender and health).
- The potential problems of the proposal are that:
 - It will depend on the good will and cooperation of the Tanzanian government, which makes it imperative to consult and work closely with its officials from the outset.
 - The schools may be sceptical, but whose support will hopefully be gained because they have ownership of the association.

Group's Role

- Our role will essentially be one of facilitation, networking and advice, since the idea of this initiative is to empower and give responsibility to the local schools.
- Together with the funding body we will also be responsible for oversight, ensuring that the Association continues to serve the interests of the local community and meet the bureaucratic requirements of the World Bank as the funding provider.

SUPPORTING INFORMATION

I. Academic background

This proposal follows indigenous approaches to development, which is commonly referred to as 'bottom-up', or 'development from below'. It is an approach which has been applied in both development studies and local and regional economic development in the developed world. It asserts that such an approach is ultimately more effective as it gives ownership of the policy to local actors, ensuring that they remain involved and active, and thus increasing the chances of sustainability. It also helps to make development locally sensitive, avoiding the mistakes of previous approaches which have tended to apply standard models that ignore local context. However, an important corrective to this development in the literature is to combine 'bottom-up' with an element of 'top-down' and accountability. In this sense, communities must use their local resources, but remain open to wider influences and trends. In the rural development literature this has been termed neo-endogenous growth.

Furthermore, the proposal also draws from the literature on capabilities, in particular of Sen (2000). This literature focuses not just on the results of development but the process, giving local people wider sub-products.

II. Empirical background

In order to understand the context of the proposal, it is important to provide some empirical analysis of the educational situation in Tanzania. The educational crisis in Tanzania has many dimensions, but among the most notable is the student to teacher ratio, which is 55:1. This number is staggering even within Sub-Saharan Africa, where the average ratio is 46:1. High student-teacher ratios lead to little attention to the individual needs of students. This results in poor quality education and decreases the likelihood that students will complete or continue their education, which is highlighted by the 56% primary completion rate and 46% progression to secondary school. The purpose of this proposal is to improve the student-teacher ratio as well as introduce new pedagogical methods, and henceforth the quality of education.

More specifically, this program targets primary rural education within the Kigoma region. This is relevant given that over 75% of Tanzania's population lives in rural areas. The Kigoma region is targeted because it has the highest student to teacher ratio in the nation (74:1), and because it has a significant number of farmers. In 2004, the World Bank published a report called *Teachers for Rural Schools* identifying this exact crisis in Tanzania and four other East African countries. Additionally, in May 2008, the Tanzanian government announced that they were beginning to completely reinvent their educational system and that they were forming a special commission to look for local reform suggestions, a decision welcomed by teachers, businesses, and the people. Given these circumstances, our proposal is highly relevant and appropriate.

While there are other blocks to the educational process, such as enrollment, technology, and facilities, it is the view of this group that these problems are not as relevant to the current situation in Tanzania. For example, Tanzania has net primary enrollment ratio of almost 93%, above the Sub-Saharan, low-income, and even world averages. Regarding the physical infrastructure for education, in the four years from 2003 to 2007, the number of schools in Tanzania increased from just over 1,000 to almost 3,500. It seems clear that the largest barrier to Tanzanian education is simply the lack of educators.

Prior to the aforementioned report, the World Bank attempted to induce teachers to relocate from urban to rural areas. Unfortunately, teachers were unwilling to relocate because of the standard of living in these rural areas. It soon proved too difficult to provide incentives large enough to these teachers to compensate them for the less developed lifestyle. This is a serious roadblock. One advantage of our plan is that instead of relocating existing teachers, we propose to convert the local population into teachers, bypassing the issue of relocation.

The basis of the plan is the recognition of the hardships involved with becoming a professional teacher. To become a teacher, one must forgo the benefits of other occupations. For example, a shopkeeper must leave his/her shop, a fisherman leaves his/her boat, and a farmer leave his/her field. In all of these cases, the opportunity cost of teaching is very high. This program alleviates some of that cost by training the entire community to split the obligation of education. With our proposal, the fisherman can teach during harvest time, the farmer during the heaviest fishing season, and the shopkeeper the rest of the time. By dividing the time burden of educating the youth, we reduce the strain on the educators. In a sense, we are unconventional in that we are not creating additional benefits to being a teacher, but rather we are reducing the reasons not to teach and therefore increasing the net gain of teaching.

Another important element of our proposal is its ability to be self sustaining. The Rural Teachers' Association is its own autonomous entity, relying only on outside funding. Structurally, it is locally based to provide the most responsive and specified operations possible. By comprising the decision-making board entirely of the region's principals, we adopt the approach that bottom-up, localized solutions are best able to adapt to the unique conditions varying from region to region. In short, we are taking the approach that the educators of Kigoma are best able to identify the problems with education in Kigoma. The positions held by the NGO representative and the representative of the Ministry of Education and Vocational Training serve only to organize the group and facilitate involvement and cooperation with the government.

As mentioned earlier, the program is not revenue generating and is therefore reliant on outside funding. Given, however, the self-sufficient structure of the organization, we do not see this as a flaw. It is likely that during the implementation phase, when being tested as a pilot program, the RTA will have to be funded by the NGO. Either as an alternative or supplementary source of funds, we feel that the program qualifies for World Bank support through a number of existing funds. Finally, it is important to note that during the current educational reform, the government of Tanzania would be more likely than ever to contribute funding to a new and potentially revolutionary approach to education.

In summation, this group truly stands by this policy proposal. We feel that it is highly relevant and appropriately specific in the Kigoma region of Tanzania today. We also feel that it is unique in its approach to incentive structures. Rational decision-makers don't just make choices based on the benefits; they also weigh the costs and eventually decide based on the difference between the two, the net benefit. Until now, most approaches have addressed existing teachers by trying to increase the benefits. This program, instead, targets the costs of those who have chosen not to be teachers, changing the net benefit from the other direction. We feel that the specificity, originality, and unique opportunity of this program and region maximize our ability to impact the children. Primary education truly is the foundation of capacity building, growth, and most importantly: prosperity.

III. References

World Development Indicators Online Database. Data from 2005.

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