CHAPTER 7

COUNTRY CASE REPORT - TANZANIA

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This volume highlights the importance of supporting Africa-based leadership in ECD and an African ECD literature. Chapters 7 and 8, written by graduates of the ECDVU program, illustrate the potential for both. This chapter, authored by Fortidas Bakuza (SSA-3) and Clarence Mwinuka (SSA-2), is a case report on Tanzania, focusing primarily on the key contributions of the Tanzanian Early Childhood Development Network (TECDEN), an organization whose founding and activities over time are closely associated with the ECDVU initiative. The next chapter, written by Foster Kholowa (SSA-2) and Francis Chalamanda (SSA-1), focuses on Malawi, highlighting its ECD education and training initiatives. These two reports provide a level of country-focused detail and first-hand reporting that is not possible in the broader overviews found in the other chapters. Importantly, they also provide concrete evidence of the capacity-promoting potential of the ECDVU model from African leaders' perspectives.

Introduction/Overview

This chapter tells the remarkable story of ECD advances in Tanzania from 2000 to 2012, highlighting the key role that a multi-sectoral, multi-organizational network can play in promoting child well-being and advancing ECD capacity development. At the same time, this is also a story of ECDVU participants who, over multiple cohorts, and working with colleagues in government, NGOs, educational institutions, and civil society, played a key leadership role in these developments.

In 1998, just prior to the launch of the ECDVU, Tanzania ranked 134th out of 158 countries on the UN Human Development Index (HDI) (UNDP, 1998). The mortality rate of children under five was estimated at between 150 and 161 per 1000 (Ahmed et al., 2002)—very high compared to other developing countries at that time (URT, 2000). Family incomes were declining, especially in rural areas, where 76% of the population lived and where 87% of the population were poor (World Bank development indicators). The delivery of education services was inadequate, and children had very limited access to pre-primary education (Ahmed, Kameka, Missani, & Salakana, 2002).

However, despite these challenges, by 2000, some new perspectives and policy initiatives were emerging in Tanzania. One such initiative was the Education Development Program, a sector-wide approach to education designed to address the then fragmented system of educational interventions, including the ECD system (Ahmed et al., 2002). As part of this process, key stakeholders in education planning, implementation, monitoring, and evaluation were to be involved in the development of new initiatives.

Alongside these developments, several international initiatives, including the United Nations Convention on the Rights of the Child (1990), Education for All (1990, 2000), and the Millennium Development Goals (2000) were raising the profile of ECD in Tanzania and in other countries across sub-Saharan Africa. With this growing awareness came increased recognition of the need for trained ECD personnel. Thus, building the capacity of the key ECD team at the national level in government and civil society emerged as a high priority in Tanzania.

Tanzania had flagged its interest in ECD capacity development at the 1999 Kampala ECD Conference, and it maintained strong contact as the ECDVU development process moved forward in 2000. In 2000/2001, when the ECDVU Director visited countries that had expressed an interest in the program, over a dozen organizations attended an information and planning meeting held at UNICEF and organized by Chanel Croker, founder of AMANI ECD7. The timing of the ECDVU launch resonated with a groundswell of interest in ECD within Tanzania, and key individuals from multiple sectors were identified as potential participants. Between 2001 and 2010, three Tanzanian cohorts—13 individuals in total, representing both mainland Tanzania and Zanzibar—participated in ECDVU. The first cohort (SSA-1) had four participants, all occupying high-level positions in government and NGOs. The SSA-2 cohort of five participants worked in government, higher learning institutions, or civil society organizations. The four SSA-3 participants were employed in similar organizations.

⁷ Also referred to as AMANI ECCD at certain times.

Before beginning the ECDVU program, all 13 participants made a commitment to remain in Tanzania and to continue working in the broad child and family field following graduation. During the ECDVU program deliveries, and in keeping with the program's philosophy, these 13 professionals worked full-time on projects that responded to key national priorities and collaborated in building ECD into the agenda of all national development programs, an approach they all maintained following their graduation from the program. Thus, at a key time in Tanzania's history, the ECDVU program was able to support Tanzanian participants to introduce major changes to ECD in their country. One such achievement was the creation of the Tanzania Early Childhood Development Network (TECDEN). The story of TECDEN's creation—and of the many significant ECD policy and program developments TECDEN has helped to mobilize from 2000 to 2012—is the focus of this chapter.

Establishment of the Tanzania Early Childhood Development Network (TECDEN)

In December 2000, the group that was eventually to develop into TECDEN met for the first time. The establishment of this group followed a series of inter-organizational ECD meetings that were arranged to discuss Tanzania's participation in the ECDVU program. AMANI ECD was instrumental in organizing these meetings and other developments associated with the development of the ECD network. As a national NGO supported by UNICEF, UNESCO, and government, and as the organization with the strongest base in ECD, AMANI often took the lead in organizing meetings to discuss ECD issues in Tanzania. The initial meetings organized by AMANI ECD helped to create an informal network of mindful and concerned individuals and organizations working in the ECD field. This collaboration of government and non-government ECD stakeholders identified eight objectives to support ECD in Tanzania, one of which was "to develop and maintain an active ECD network through strong institutional links between ECD-related organizations" (TECDEN, 2004).

In 2001, one of the network's first activities was to propose four Tanzanian participants for the ECDVU SSA-1 program, all of whom were accepted. Most of the prospective ECDVU candidates were themselves key members of the network, or were soon to become members. One of the SSA-1 participants—and a key member of the rapidly developing network—was the late George Kameka, then the Commissioner for Social Welfare in Tanzania. Kameka, in his work and his ECDVU studies, was concerned that most approaches to government intervention focused on individual sectors (e.g., health and education) without explicitly taking into account the compatibilities and inconsistencies among

these sectors. Kameka observed that because ECD spans many sectors, a wide range of stakeholders, including civil society organizations, need to be involved in the development of ECD programs. Kameka recommended that ECD task forces and working groups organize around specific technical themes (as opposed to specific sectors), a holistic approach that he considered important in helping to ensure that ECD programs would be responsive to children's needs (Kameka, 2004).

Kameka's ideas were very influential in the formative period of the network from 2000 to 2004. On September 5, 2001, the network facilitated *Towards a Common Path for ECD in Tanzania*, a roundtable discussion of key ECD stakeholders, including senior government representatives from three ECD-related ministries. Following this discussion, in December 2001, the Ministry of Community Development, Gender and Children was designated the coordinating ministry on ECD issues, gaining the network's support to be the convener of future ECD discussions. In February 2002, a Coordinating Committee was nominated, which included senior government representatives from across the health, education, social welfare, and community development sectors, as well as UN agencies and NGOs.

In August 2002, the Ministry of Education and Culture was preparing its report to the ADEA Ministers of Education of African Member States (MINEDAF) VIII conference (to be held in Arusha, Tanzania) on progress towards Education for All (EFA) goals. At this time, the network successfully lobbied the ministry's EFA Coordinator to support its stance that Tanzania had yet to address the first EFA goal, which had been identified at the Dakar EFA Conference held in 2000: Early Childhood Care and Education. In September 2002, an ECD EFA stakeholders' meeting was held that attracted the broadest representation of sectors ever seen in Tanzania. Following this meeting, the network formed an ECD EFA Working Group to draft Tanzania's ECD EFA Action Plan. In October 2002, the working group facilitated the development of the ECD Special Session at MINEDAF VIII and created numerous ECD EFA advocacy materials and strategies through regional, national, and international networking.

In short, what started out as an inter-organizational committee gradually developed into an informal but increasingly influential network, and then into TECDEN, a national ECD network of government and non-government stakeholders committed to strengthening national early childhood support through networking, information exchange, awareness-raising and advocacy. At the time of its formal registration as a society in 2004, the specific objectives of TECDEN were:

- influencing policy and program development;
- providing a leadership role in ECD initiatives;
- contributing to ECD curriculum development and training;
- building the capacity of community-based organizations who work on ECD:
- promoting inter-sectoral collaboration;
- surveying, researching, documenting, and disseminating information;
- piloting, documenting, and disseminating information about community-based ECD experiences in order to influence future sector development; and
- establishing links with ministerial sector development planning. (TECDEN, 2004)

In 2004, George Kameka completed his Master's thesis, *Improving Multisectoral Cooperation and Coordination in Support of Early Childhood Development Programs in Tanzania*, and became the first Chairman of the National Steering Committee of TECDEN. In the years before and after the formal establishment of TECDEN, the holistic approach to ECD emphasized in the ECDVU program supported and extended the network's activities. Kameka's participation in ECDVU and TECDEN, along with that of other ECDVU cohort members, was mutually enhancing. Thus, in the remainder of this chapter, any mention of TECDEN's participation in a process is, de facto, a mention of ECDVU participants' involvement. Below we describe in more detail the most notable achievements from 2002 to 2012 of TECDEN and other Tanzanian partners in ECD.

Inclusion of ECD in the National Strategy for Growth and Reduction of Poverty

Between 2002 and 2004, Tanzania was in the process of developing the National Strategy for Growth and Reduction of Poverty (NSGRP). TECDEN mobilized ECD stakeholders from around the country to promote the inclusion of ECD issues in the NSGRP. These lobbying and advocacy strategies were ultimately successful: 40% of the NSGRP addressed ECD-related issues—an impressive showing for a sector that had barely been on the government radar just a few years earlier.

In developing the NSGRP, the government of Tanzania consulted with a wide range of stakeholders. TECDEN and AMANI ECD mobilized ECD stakeholders through emails, meetings, and workshops that proposed key priorities to be

included in the NSGRP. The inclusion of ECD in the NSGRP I and II was a significant achievement for the ECD sector in Tanzania and was a response to the strong call—particularly between 2000 and 2004—for government to develop a coordinated response to ECD issues. The NSGRP proposed stronger links between services that target young children, including nutrition, psychosocial support, and pre-primary education. The NSGRP also proposed the development of a policy framework for multi-sectoral collaboration on ECD services. With the adoption of the NSGRP in 2005 (United Republic of Tanzania, 2005), the road to a coherent and coordinated process for ECD services involving all stakeholders was paved (United Republic of Tanzania, 2007).

The Development of the National ECD Strategy

Starting in late 2004, several analyses and workshops were conducted to initiate the development of a National Strategy on ECD. Throughout these processes, a consensus emerged on the prerequisites for the development of the national strategy.

In order to inform the ECD strategy development process, the Country Support Team for ECD and HIV/AIDS commissioned the development of *Policy Capitalize Analyses and Recommendations on Early Childhood Development and HIV/AIDS in Mainland Tanzania and Zanzibar* (Vargas-Barón, 2004). The objectives of the analysis were to:

- identify and assess existing policies, plans, guidelines, and laws related to young people in Mainland Tanzania and Zanzibar;
- determine whether the latter reflected the rights and well-being of young children;
- assess the extent to which ECD was integrated into HIV/AIDS frameworks and vice versa; and
- provide recommendations for the development of national policy frameworks for ECD and HIV/AIDS for Mainland Tanzania and Zanzibar.

The analysis, while identifying major gaps in legislation, policy, harmonization, and coordination, also stressed Tanzania's strong capacity to address these challenges. The report recommended the immediate development of policy frameworks for ECD and HIV/AIDS, annual plans to implement the policy frameworks, new guidelines for implementing the programs in the annual plans, and legislation to enforce the policy frameworks and action plans. In addition, the analysis identified areas and topics to be included in the policy frameworks.

A second document, Assessment of the Situation of Young Children for Early Childhood Development and HIV/AIDS in Mainland Tanzania and Zanzibar (Ara, 2005), also informed the development of the national ECD strategy. The situation analysis identified the existing status of young children in family and community contexts, community responses to ECD and HIV/AIDS, and gaps in data, key challenges, and specific recommendations for the development of national action frameworks for ECD and HIV/AIDS. The analysis concluded that public data collection systems did not reflect the needs of children in the early years, and that implementing programs to address young children's needs would require collaboration between all involved ministries. The situation analysis recommended various action points within these areas and proposed ECD indicators for monitoring and evaluation.

These key analyses (Vargas-Barón, 2004; Ara, 2005) were highly influential at the time and remain key references to this day, particularly in promoting an integrated response to ECD issues. Following their release in 2004 and 2005, various government ministries, especially the Ministry of Education and Vocational Training (MoEVT) and the Ministry of Community Development, Gender and Children (MCDGC), took the lead in implementing the recommendations of the two reports, starting with a series of national consultations.

In February 2006, the Primary Education Department in the MoEVT conducted a consultative stakeholder workshop to establish a common understanding of the importance and scope of ECD, to reach agreement on the strengths and weaknesses of existing ECD policies and ways forward, and to develop recommendations to improve human resources, curriculum development, advocacy stakeholder relations, and funding for ECD activities. Workshop participants agreed on the need for a comprehensive policy that would assign roles to the relevant stakeholders. Participants also agreed that ECD should be viewed holistically. Finally, workshop participants recommended that a framework for a national ECD policy be developed under the leadership of the Prime Minister's Office.

Shortly after the workshop, the MCDGC conducted *Towards an Integrated National Strategy for Early Childhood Development*, a brainstorming workshop to gather input on the development of a national ECD strategy, including the identification of the main contents, key stakeholders, alignment with the NSGRP, and steps in the strategy development process. Workshop participants agreed that an umbrella framework to complement the ECD elements of the NSGRP was necessary and that a high profile, national ECD coordination body should be established. Participants discussed a wide range of ECD issues and recommended

a framework for the strategy, key strategy components, implementing bodies, and financing mechanisms.

These two workshops confirmed the need and created a consensus to view the child holistically and to develop a comprehensive ECD strategy. Participants in both workshops agreed on the requirement for a national coordination structure. Further, the two workshops identified very similar milestones for the way forward. To build on these accomplishments, the MCDGC convened an ECD stakeholders' meeting in July 2006 to compile the recommendations from the two workshops, confirm their appropriateness, and develop an action plan to guide their implementation. At this meeting, stakeholders confirmed the MCDGC as the most appropriate body to lead and coordinate this process.

In response to the NSGRP, the government of Tanzania, in collaboration with other ECD stakeholders, agreed to develop a mechanism to meet the needs of infants and young children in a holistic manner, an approach for which the ECD community had strongly advocated between 2000 and 2005. Existing mechanisms to address ECD issues were limited by duplication of effort and a lack of information-sharing among ministries and departments working in ECD. Several suggestions for a coordinating mechanism were made, including the formation of an independent ECD commission under the Office of the Prime Minister. Ultimately, an agreement was reached to develop a national ECD strategy to:

- integrate the policies of the various sectors that address children's needs, including the most vulnerable children;
- identify major gaps in policies and ECD services provision;
- give clear direction to each sector in an integrated manner; and
- improve implementation, coordination, monitoring, and evaluation of ECD interventions.

The national strategy identified four main areas to be addressed: human resource development, service delivery, curriculum development, and monitoring and evaluation (Bakuza, 2010). Moreover, the strategy proposed a multi-sectoral governing structure that included (a) an inter-ministry steering committee, composed of the permanent secretaries of five key ECD ministries, development partners, and civil society organizations; (b) a technical committee composed of directors from key ECD ministries and the national coordinator of TECDEN; and (c) three sub-committees for each of curriculum development, human resource development, and service delivery.

The Joint ECD Service Delivery Initiative

In early 2007, the MoEVT, with support from UNICEF, coordinated the first workshop on the development of the Joint ECD Service Delivery Initiative, a first step in the implementation of the national ECD strategy. This initiative, to be jointly implemented by three key ECD ministries and TECDEN, was launched in June 2007 by Tanzania's First Lady, Mama Salma Kikwete. The launch was attended by the Ministers of Education and Vocational Training, Community Development, Gender and Children, and Health and Social Welfare, as well as by Members of Parliament, development partners (especially UNICEF and UNESCO), civil society organizations, universities, parents, and children. The launch of the Joint ECD Service Delivery Initiative went hand in hand with the national launch of the 2007 Education for All (EFA) Global Monitoring Report. The initiative responded to a variety of recommendations to improve ECD in Tanzania, including:

- the need for an integrated service delivery program that focuses on children and their families:
- a culturally appropriate service delivery program that builds on existing informal community problem-solving models;
- the recognition of capacity-building as crucial to addressing all levels of ECD responsibility concurrently and incrementally;
- the appointment of ECD "focal points" in the three key ministries of Community Development Gender and Children, Education and Vocational Training, and Health and Social Welfare; and
- the development and implementation of monitoring and evaluation systems to secure and maintain high quality service delivery.

Further, a national, multi-level coordination structure for the Joint ECD Service Delivery Initiative was created. The first level is the inter-ministerial committee, comprised of Permanent Secretaries from all key ministries, development partner representatives, and TECDEN (representing civil society organizations). The second level is made up of directors and commissioners from key ECD ministries. The third level is the national secretariat, which is comprised of 'focal persons' from all key ECD ministries. The national secretariat is the key mechanism in launching the ECD agenda and is responsible for overseeing the implementation of any agreed-upon plans. The majority of secretariat members are ECDVU graduates, working to enhance the effectiveness of communication on ECD service delivery issues. Since its launch in 2007, the Joint ECD Service Delivery Initiative has been piloted in nine districts on the Tanzania mainland in preparation for scaling up to the whole country.

Developing an Integrated ECD Policy

Perhaps the most important of all the ECD initiatives from 2000 to 2012 was the creation of an integrated, comprehensive ECD policy. Existing policies, including the Child Development Policy (1996) and the Education and Training Policy (1995), were either sector-specific or gave scant attention to the early years, paying more attention to issues affecting older children. As ECD began to gain increased national attention, Tanzanians recognized the need for an integrated ECD policy to direct resource mobilization and to use as a basis for setting standards for the implementation of ECD activities. In particular, ECD partners recognized the importance of developing a policy to help define the partnership and to guide the sharing of resources among different actors within and outside government.

Several activities helped to stimulate the development of the national ECD policy. For example, in 2008, Tanzania hosted an Eastern and Southern Africa conference to follow up on the implementation of the 2007 Education for All Global Monitoring Report, *Strong Foundations: Early Childhood Care and Education*. The conference was jointly organized by the government of Tanzania, development partners, and TECDEN. At the conference opening, the guest of honour was the Vice-President of the United Republic of Tanzania. TECDEN, on behalf of civil society organizations from Eastern and Southern Africa, also read a statement at the opening. Tanzania hosted this sub-regional conference partly to learn about the successes and challenges of other SSA countries, but also to create a forum for information exchange and to increase opportunities to promote the ECD agenda in Tanzania and beyond.

All participating countries, including Tanzania, highlighted ECD issues that required immediate attention in their countries. Participants noted the need for state-wide policy frameworks to enhance collaboration between governments, development partners, community-based organizations, and non-government organizations working with and for children. Participants also proposed the revision of curriculum at all levels, particularly at the pre-primary and primary school levels, to reflect linkages between nutrition and other ECD considerations and to promote comprehensive, participatory approaches to addressing related challenges.

The 2008 sub-regional conference intensified Tanzanian ECD stakeholders' calls for an integrated ECD policy. Most countries that had attended the conference had ECD policies, some had ECD policy frameworks, and a few were in the process of finalizing either an ECD policy or a policy framework. Following the conference, the government began developing an integrated ECD policy to govern a holistic approach (Bakuza, 2010). Between 2008 and 2009, TECDEN

mobilized ECD stakeholders throughout the country to provide initial input in the development of the policy. UNESCO and UNICEF showed interest in supporting the process of reviewing existing policies and in the later development of a new, ECD-specific policy.

Also, the development of the 2009 *Law of the Child Act* complemented the development of the integrated ECD policy, along with several ECD initiatives from this same time. Broadly, the Act came into being in response to intense lobbying efforts by different children's coalitions and agencies in Tanzania. The Act recognizes and sets standards for the provision of early years services in Tanzania.

At the time of writing, Tanzania's integrated ECD policy remains a draft in its final stages. The government has also made a commitment to incorporate ECD into other policies, strategies, and programs. When implemented, the integrated ECD policy is expected to promote community-owned child care and preschool programs, a smooth transition from early childhood programs to primary education, and improved monitoring and evaluation of ECD interventions.

Tanzania's Regional Initiatives in Early Childhood Development

In 2012, Tanzania organized the First Biennial Tanzanian National Forum on Early Childhood Development, which was officially opened by the Second Vice-President of Zanzibar and attended by four Ministers with ECD responsibilities. The forum emphasized the transition from policy development to program development and implementation. This national ECD forum brought together high-level advocates from across the country to ensure that ECD programs are responsive to local contexts, well resourced, and implemented in a timely manner. One objective of the forum was to complete the development of a framework for policy and program implementation. The forum provided the opportunity for government representatives to present their draft plans to the public, receive feedback from stakeholders, and to discuss possible enhancements to the plans. Another forum objective was to forge partnerships among private providers, businesses, civil society, and development partners for technical and financial support of ECD initiatives. Specifically, the forum sought to enlist the private business sector's support of a broad-based social responsibility initiative that would enhance the survival and long-term productivity of children in Tanzania. Finally, the forum was intended to provide opportunities for knowledge exchange among stakeholders regarding challenges, barriers, opportunities, and successes. Since the general public is largely unaware of most initiatives planned and implemented by government and other stakeholders, the forum also gave

the government a chance to share information and solicit input from the public on ongoing and future ECD initiatives.

At the conclusion of the national ECD forum, a declaration (United Republic of Tanzania, 2012) signed by the Prime Minister's Office (Regional Administration and Local Government) and four other government ministers (Finance; Community Development, Gender and Children; Education and Vocational Training; and Health and Social Welfare) was issued, stating the government's commitment to:

- strengthen leadership and management of ECD at the national level;
- increase resources for ECD programs;
- strengthen ECD partnerships;
- strengthen inter-sectoral coordination at sub-national levels; and
- build the capacity of individuals and institutions to ensure delivery of quality ECD services.

To this day, TECDEN continues to actively represent civil society organizations in meetings of high-level government and development partners, both nationally and internationally. Tanzania's participation in these meetings and forums reflects the international community's growing recognition of Tanzania's significant progress and leadership on ECD issues. These conferences and meetings also provide opportunities for high-level Tanzanian leaders to interact with, and learn from, other ECD leaders from around the world. High-level decision-makers who have participated in these gatherings have tended to strongly support measures to strengthen ECD in Tanzania, illustrating the power of TECDEN's networking activities to influence ECD 'on the ground.'

Conclusion

Within the last 15 years, and particularly since 2000, ECD in Tanzania has come a long way. The success of the various initiatives described in this chapter is the result of numerous concerted efforts of different stakeholders—and it is primarily the result of Tanzanians choosing to work together. The success of ECD stakeholders in developing and maintaining a national network is to be commended and TECDEN continues to bring them together. The story of TECDEN is a strong case study in ECD capacity development for Africa. Brought together initially by AMANI ECD in 2000 to identify participants for the soon-to-be-launched ECDVU program, the participants of the initial and subsequent programs forged a leadership cadre that not only took the lead in the evolution of TECDEN, but of ECD more broadly in Tanzania. Such leaders, working with key development partners, especially UNICEF, UNESCO, the World Bank, the

Aga Khan Foundation, and the Bernard van Leer Foundation, have significantly contributed to the success of local initiatives. However, as a country, Tanzania still has a long way to go to realize the potential of the ECD field. To meet the ECD goals that have been set, strong leadership at the national and local levels continues to be essential. The Tanzanian government's commitment to invest in the ECD sector and to strengthen ECD partnerships needs to be sustained and should be supported by all stakeholders. Finally, over time, further capacity-promoting opportunities for individuals, together with strategies to strengthen learning institutions, will help to ensure the delivery of high quality ECD services in Tanzania. That focus on promoting and building national capacity for training and education has been a key feature of ECD efforts in Malawi, as will be seen in the next chapter.

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