Appendices 8

Basic Plan for Software Component

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1. Background

In April and May of 2001, the Basic Design Study found that many of the existing classrooms at Project schools were damaged and had not received any appropriate repair work. This might result in unsustainable use of classrooms in the future. This is also true for the toilets, which have not been maintained very well. Many students said that they would avoid using the toilets due to the stench and the unsanitary conditions.
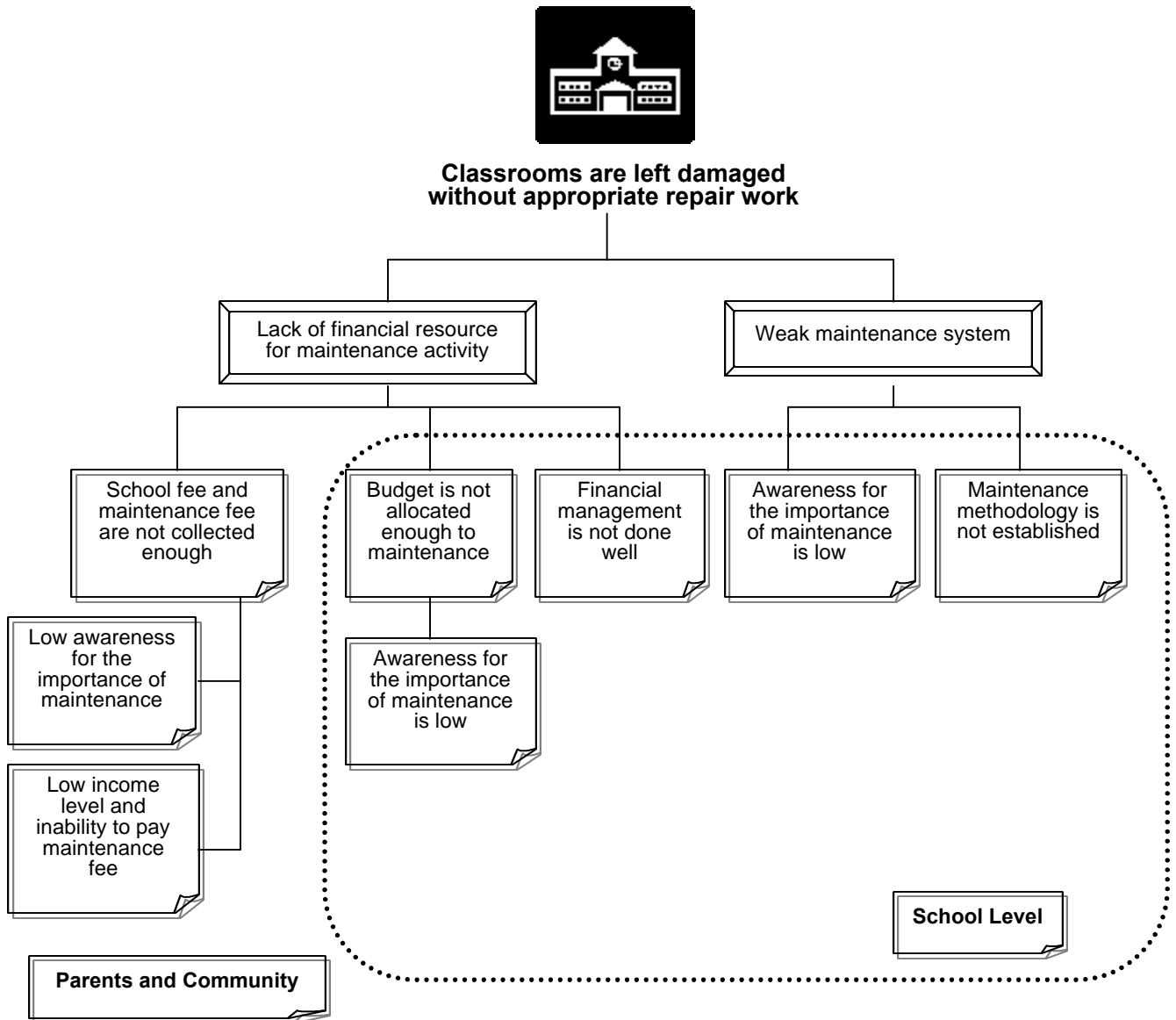
1.1 Issues Regarding the Maintenance of Classrooms.

The results of community meetings and hearing surveyed in the Basic Design Study revealed that a lack of financial resources and a weak school management system were the two main reasons for the inadequate maintenance and repair of the classrooms. (Cf. Figure 1)

First of all, most of the Project schools are suffering from a lack of financial resources due to the low collection rate of school and maintenance fees from the parents. It was also made clear that at the community meetings in the Basic Design Study, many participants (school committee members, parents, teachers, etc.) thought that construction of new classrooms should have priority to doing repair work within the limited budget. This "low awareness to the importance of maintenance activities" way of thinking is considered to be one of the factors leading to the current serious lack of financial resources for maintenance, resulting in a poor maintenance management. In addition, this inefficient school management system (including financial management) exacerbates the situation at each school, making the allocation of financial resources for maintenance activities more difficult. (Cf. Figure 1)

Apart from the lack of financial resources being a factor for inappropriate facility maintenance activities, the weaknesses in the maintenance and management system itself was also pointed out. This weakness is reflected in the fact that the methodology (know-how) for proper facility maintenance and management is neither developed nor established in most of the Project schools. (Cf. Figure 1)

Figure 1: Main Causes for Inappropriate Maintenance of Classrooms

**Classrooms are left damaged
without appropriate repair work**

Lack of financial resource
for maintenance activity

Weak maintenance system

School fee and
maintenance fee
are not collected
enough

Budget is not
allocated
enough to
maintenance

Financial
management
is not done
well

Awareness for
the importance
of maintenance
is low

Maintenance
methodology is
not established

Low awareness
for the
importance of
maintenance

Awareness for
the importance
of maintenance
is low

Low income
level and
inability to pay
maintenance
fee

School Level
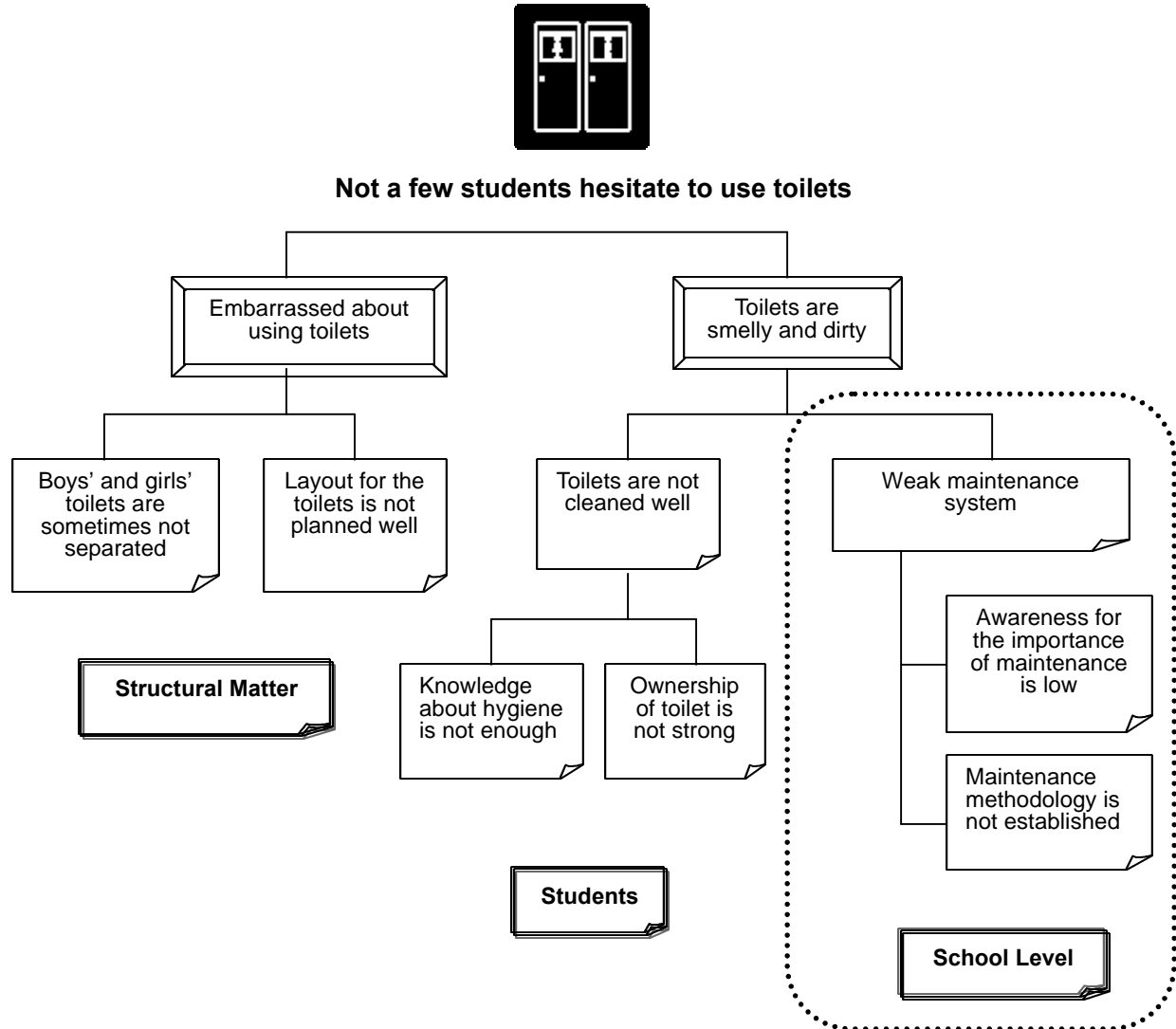
Parents and Community

1.2 Issues Regarding Toilet Use

Quite a few pupils hesitate to use the toilets due to the stench, poor hygiene, and the problematic arrangement of the facilities. As a result, existing toilet facilities are often under-utilized. As for the cleaning of existing toilets, while many Project schools report that pupils clean the toilets everyday, it was very clear that appropriate maintenance activities such as cleaning and disposing of waste were not carried out properly. Many complaints from pupils about the stench and poor hygiene are evidence of improper maintenance management (Cf. Figure 2).

The problems of maintenance for classrooms and toilets can be summarized into the following five points.

I.   Because of the overcrowded classrooms, schools prioritize new construction rather than maintenance. Thus, the fund allocated for maintenance activities is not adequate.

II.   Schools do not appropriately plan or carry out good management of finances.

III.   Schools have not established sustainable maintenance and management systems.

IV.   Schools are unable to secure proper maintenance funds because of the low awareness of the importance of education, and of the low income of parents and residents in the community

V.   The administrative system for supporting and supervising maintenance activities at the schools is not adequate.

Figure 2: Main Causes for Toilet Disuse

Not a few students hesitate to use toilets

- Embarrassed about using toilets
  - Boys' and girls' toilets are sometimes not separated
  - Layout for the toilets is not planned well

  Structural Matter

- Toilets are smelly and dirty
  - Toilets are not cleaned well
    - Knowledge about hygiene is not enough
    - Ownership of toilet is not strong

    Students

  - Weak maintenance system
    - Awareness for the importance of maintenance is low
    - Maintenance methodology is not established

    School Level

4

1.3 The System Changes

When the problems shown in 1.1 and 1.2 were recognized in the Basic Design Survey, the main financial resources for school management were from donations and school fees called UPE (Universal Primary Education), which is 2000 Tsh per pupil per year, collected from parents. Each school made a budget plan with School Committee that was the core of the activity. After getting approval from the parents, school fees and donations were collected in order to execute the budget. The above-mentioned problems (I V) and the problems pointed out in the section 1-2 and 1-3 are recognized as being valid under such a financial structure. In other words, school itself financed all the costs of classrooms construction and maintenance.

After the introduction of a free primary education, which started in July 2001, the situation completely changed regarding school management and finance.[1] Schools are unable to collect school fees or donations from parents anymore, as all school management funds will be distributed from the central and the local government. This means that "schools are no longer responsible for securing all the necessary funds." This has led to a lesser sense of "ownership" by the community and a greater dependence on the government. Supporting this statement is a local survey of three schools (Ukonga and Tabata in Ilala Municipality, and Mbagala in Temeke Municipality) that was taken in August 2001. The schools showed a strong tendency to rely on the government of Tanzania and grant aid from Japan for financial assistance for all school activities including construction, maintenance, and management of facilities.

The other side of this is, despite these attitudes toward less ownership, the schools are now required to be accountable for subsidies received from the government. Under the previous system, because the collection rate of school fees and donations was low, school had virtually no accountability although they were supposed to. However now, in order to receive government subsidies, accountability is part and parcel under the new system, so the ability to efficiently plan and budget and implement is necessary. And this gives them the incentive to perform well. Schools without this "efficiency" might

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[1] As of August 2001, the budget distribution from the government to the school has not been realized. The distribution from the central government is planned to start in January 2002, but the details and the method are not yet clarified.   Also, in regard to the subsidy from the local government, the distribution has not started either, and the starting time has not yet been fixed. Schools can ask for voluntary donation form the community on a condition that it would not disturb the enrollment of the school-aged children.

fall into a situation where they will not even be able to continue managing the schools, not to mention maintaining them.

1.4 Necessity to Introduce Software Component

With these changes in the system, some of the future possible problems regarding school maintenance are shown below.

(1) Sense of Ownership

School management used to have the financial burden for collecting school fees from parents. After the introduction of the free primary education system, schools are inclined to rely on the government for all their necessary funds. This lowers the people's perception of their sense of ownership of the schools which hinders the carrying out of appropriate maintenance and management of school facilities.

(2) Capacity to Plan, Budget, and Implement

There are many schools that do not have enough capacity to plan, budget, or implement necessary school-related activities. This is the core requirement for the accountability which the government needs to see in order to give out funds. Schools without this capability might be excluded from subsidy distribution, which would lead to funds drying up.

(3) Priorities for Maintenance

With the introduction of the free primary education system, enrollment of all 7-8 year olds is encouraged. Thus, overcrowded classrooms will continue to be a major problem. It is very possible and quite easy to understand that the government might see the classroom construction as the preferable solution rather than any maintenance and/or good management practice, and allocate budget priorities accordingly.

(4) Government Subsidies

School financial burdens will transfer to the government. Even so, it is not practical to think that all necessary costs at every school can be paid by the government. As mentioned in (3), it is unlikely that there will be enough in the budget for the low priority activities, like maintenance. So in that sense, it will be just like it was in the past.

If these problems are left unsolved and a natural disaster or other event heavily damages school facilities, it is probable that the newly constructed facilities will take the place of the old existing ones. In that case, the both the Project's purposes of reducing overcrowded classrooms and increased student enrollment rate cannot be achieved, as classroom shortage will again result. Therefore, the introduction of the Software Component in the Project is necessary to promote the appropriate maintenance activities for both existing and newly constructed facilities.

Based on the above, there are several points to be considered for the introduction of Software Component.

(1) Sense of Ownership

It is important for the schools to keep their sense of "ownership" rather than succumb to total dependence on the government. So it is essential that they continue to play a central role in school management, just like they had been doing before the introduction of the free primary education system.

(2) Capacity to Plan, Budget, and Implement

In order to receive subsidies, schools must be accountable. This requires schools to strengthen their planning, budgeting and implementing capability. Improving maintenance activities, which tend to be neglected, is especially important in order to secure the budget funds.

(3) Maintenance Awareness – for Both School and Administrative Levels

Administrators need to clarify basic lines regarding the maintenance and management of school facilities as well as identify changes to the structure caused by the introduction of the free primary education. Furthermore, it is important for schools to recognize the importance of maintaining and managing school facilities as well as constructing new classrooms, and to implement maintenance activities regularly.

(4) Alternative Sources of Finance

In order to secure the necessary funding, especially for "low priority" maintenance costs which the government will not sufficiently provide, schools need to appeal for financial support from communities and parents, but not to the extent that it disturbs enrollment of the school children (in other words, donation will not be obligatory). So in order to gain that financial support, it is necessary to strengthen the sense of "ownership" of the schools. Therefore, in the introduction of this Software Component, it is important to find and develop the ideal balance of

partnership among schools, parents and community residents.

2. Goals and Objectives

Considering all the aforementioned background, the Software Component sets the following overall goals and purposes.

Overall Goal: That all Project school facilities, both existing and newly constructed ones, are used effectively and will be sustained

Component Purpose: That a good management system to maintain school facilities is developed and effectively utilized at both the school level and the ward-municipality level.

In order to achieve these objectives, the following four activities will be implemented.

Identification and confirmation of changes to the system created by the introduction of the free primary education; and clarification of basic duties and responsibilities regarding maintenance activities at the ward and municipal level. Re-establishment of a sense of "ownership" among people concerned at each Project school and community.

Establishment of efficient and sustainable facility maintenance procedures and managing systems by developing and issuing a manual on school facility maintenance

Actual start of implementing the maintenance and management activities.

3. Activities (details of project content) and Output (direct impact)

3.1 Plan of Action

The following table shows the details and the projected output of each activity as per the four activities above.

1 Identify and Confirm Changes to the System/ Clarify Basic Lines	
Contents of Activity	Projected Output
- Hold a workshop to identify, confirm administrative policies regarding the maintenance and management of school facilities	- The new system after the introduction of the free primary education is identified and confirmed - Administrative policies for school facility maintenance and management, including budgetary policies, are clarified - The importance of good maintenance and effective management of school facilities is clarified by administrators. - The necessity of accurate guidelines and a manual is understood. - Role demarcations among the municipalities, wards, schools, and communities are clarified - People in charge of facility maintenance and management are confirmed or selected. - Know-how for monitoring at the administrative level is acquired.
- Develop "Administrative Guidelines for Maintenance and Management of School Facilities (tentative name)"	- "Administrative Guidelines for Maintenance and Management of School Facilities (tentative name)" is drawn.
2 Establishing a sense of ownership for each Project school	
Contents of Activity	Projected Output
- Hold an orientation meeting	- An outline and purpose of Software Component are understood by the people concerned at each School - The role demarcation and activity schedule is confirmed. - Preparation work done by the school is confirmed.
- Hold school meetings at each Project school	- An outline of the new system after the introduction of a free primary education is understood, and the role of school is clarified and reconfirmed. - Administrative policy regarding maintenance and management of school facilities, including budgetary policy, is understood by schools and communities. - The present situation of maintenance and management at each school is analyzed, and the awareness of these issues is shared among the participants. - Importance of the maintenance and management is recognized

	- Importance of ownership is recognized
	- Importance of the partnership with the community is recognized, and the activities to strengthen ownership is proposed and shared with the community.

3 Establishment of Sustainable Facility Maintenance and Management System

Contents of Activity	Output
- Hold a joint orientation meeting	- The purpose and content of the manual is understood. - Preparation work done by each school is confirmed.
- Hold workshops to make a "Manual for Maintenance and Management of School Facilities" and to draw a "Medium and Long-term Plan for Maintenance and Management of School Facilities (tentative name)".	- School policies regarding maintenance and management of facilities are developed and clarified. - Details of the maintenance and management activities are clarified. - Roles and organizational demarcations regarding maintenance and management are clarified. - The know-how for financial management including securing of budgets is clarified - The know how for the implementation of appropriate activities for maintenance and management is acquired
- Make a guidance tour to develop a "Manual for Maintenance and Management of School Facilities" and a "Medium and Long-Term Plan for Maintenance and Management of School Facilities	- A "Manual for Maintenance and Management of School Facilities" tailored to each School is made - "Medium and Long-Term Plan for Maintenance and Management of School Facilities (tentative name)" is made

4. Actual Start of the Maintenance and Management Activities

Contents of Activity	Output
- Hold workshops to how to use the manual(s) effectively and how to make an "Annual Activity Plan"	- The use of the manual and the future direction of the "Medium and Long-Term Plan for Maintenance and Management of School Facilities (tentative name)" is clarified and confirmed - Based on the manual and the plan, "Annual Activity Plan" is made
- Monitor the use of the manual - Confirm monitoring activities at the administrative level	- The use of the manual and the progress of the "Annual Activity Plan" are confirmed - "Maintenance and Management Report" is made by the person(s) in charge at each school. - "Maintenance and Management

	Activities Report" is made for each school by the administrator(s) in charge.
- Hold final workshops at the end of the Project and sum up the activities	- Based on the reports made by the school and administrators, maintenance activities are reviewed, and the experience is shared among them - Based on the various uses and experiences, any necessary additions and/or modifications are made to the "Administrative Guidelines for Maintenance and Management of School Facilities (tentative name)" and "Manual for Maintenance and Management of School Facilities" - Based on the manual and the annual plan, the importance of sustainable maintenance and management activities is recognized

The brief summaries of each activity are described below.

Identification and Confirmation of changes to the system created by the introduction of the free primary education; and clarification of basic duties and responsibilities regarding maintenance activities at the ward and municipal level.

Through a workshop, how the system changed because of the introduction of the free primary education system will be clarified and confirmed, and the basic policies at administrative level (municipality and ward) regarding maintenance and management of school facilities will be decided on. The role demarcations among municipalities, wards, schools, and communities are clarified, and the person(s) in charge of maintenance and management at the administrative level is/are confirmed or selected. In addition, the know-how for the monitoring of school facilities maintenance and management will be acquired. Finally, based on the outcome and conclusions of the workshop, the "Administrative Guidelines for Maintenance and Management of School Facilities" are developed.

Establish a sense of "ownership" among the people concerned at each Project school and within the community.

At each Project school, meetings will be held to analyze the present situation regarding the maintenance and management of school facilities. The awareness of participants is raised and shared. The importance of maintenance and

management activities of the school facilities is recognized, confirming that each school plays a central role in the implementation of the activities. This is very important, especially in the urban areas, as it reaffirms and strengthens the community sense of "ownership" of the schools. In the final analysis, based on the idea that various forms of support are provided not only financial but also in terms of human resources and that this enables schools to be self-autonomous and not too dependent on the government, the appeal for the community by the school is reconsidered.

Establishment of a Sustainable Maintenance Management System by Drawing a Manual

In accordance with "Administrative Guidelines for Maintenance and Management of School Facilities (tentative name)", a "Manual for the Maintenance and Management of School Facilities" at the school level is developed. In the process of making this manual, school policies regarding the maintenance and management of school facilities are confirmed, and the know-how necessary for the implementation of the maintenance activities will be acquired. A "Medium and Long-Term Plan for Maintenance and Management of School Facilities (tentative name)" is also developed. Then, for people concerned, guidance in drawing both the manual and the medium and long-term plan will be carried out for a certain period of time, and the capacity of School Committee will be strengthened through series of activities.

Start of the Actual Maintenance and Management Activities

Based on the manual in accordance with the administrative guidelines, maintenance and management implementation begins. The manual at this stage is only temporary, and will be reviewed in the workshops upon completion of the Project where it will be modified and revised. Also, based on the manual and the long and mid-term plans, workshops will be held in order to make "Annual Activity Plan."

During the implementation and by the time of the Project completion, the person(s) in charge of maintenance activities in each school will be required to submit a "Maintenance and Management Report", and administrator(s) in charge is/are required to submit a "Maintenance Management Activities Report." This will promote the creation of an environment to continue implementing the maintenance activities. When the time comes for final inspection at the end of the Project, the maintenance activities and achievements of the annual activity plan will be

reviewed, and the use of the manual will be confirmed.