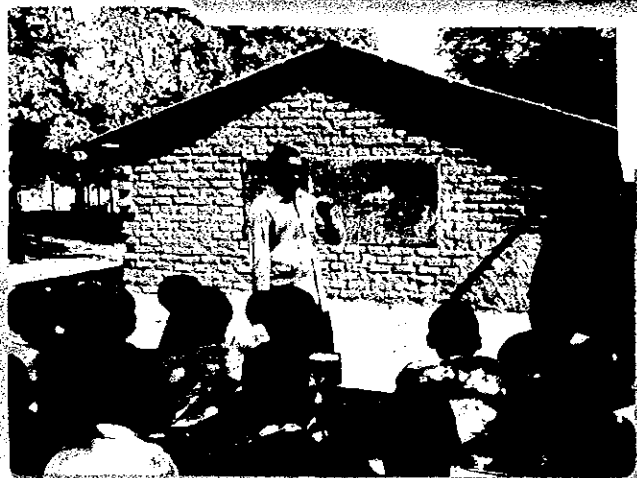
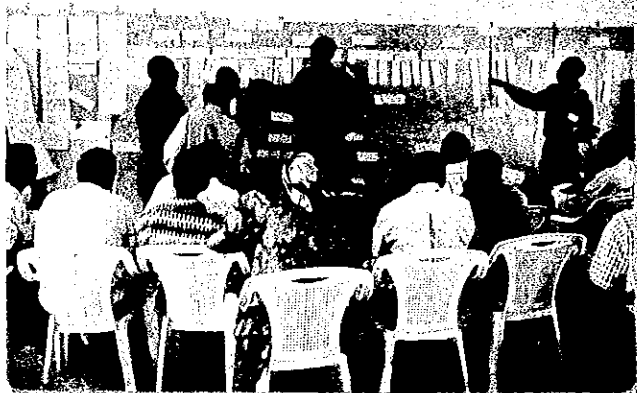


UNITED REPUBLIC OF TANZANIA  
THE MINISTRY OF EDUCATION AND CULTURE

JAPAN INTERNATIONAL COOPERATION AGENCY

**THE STUDY ON  
SCHOOL MAPPING AND MICRO PLANNING IN EDUCATION IN  
THE UNITED REPUBLIC OF TANZANIA**

**FINAL REPORT  
VOLUME I  
(MAIN REPORT)**



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THE STUDY ON SCHOOL MAPPING AND MICRO PLANNING IN EDUCATION IN THE UNITED REPUBLIC OF TANZANIA FINAL REPORT VOLUME I MARCH 2002

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US\$ 1.00 = Tsh 920.*



1168151(7)

## PREFACE

In response to a request from the Government of the United Republic of Tanzania, the Government of Japan decided to conduct a development study on school mapping and Micro-Planning, and to entrusted to study to the Japan International Cooperation Agency.

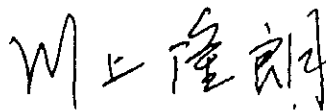
JICA selected and dispatched a study team headed by Dr. Norio Kato of PADECO Co., Ltd. To Tanzania, between 1999 and 2002. In addition, JICA set up an advisory committee headed by Dr. Kazuo Kuroda, Associate Professor of Center for the Study of International Cooperation in Education at Hiroshima University, which examined the study from specialist and technical point of view.

The team held discussions with the officials concerned of the Government of Tanzania and conducted field surveys at the study area. Upon returning to Japan, the team conducted further studies and prepared this final report.

I hope that this report will contribute to improvement of the quality of education in Tanzania and to the enhancement of friendly relationship between our two countries.

Finally, I wish to express my sincere appreciation to the officials concerned of the Government of Tanzania for their close cooperation extended to the study.

March, 2002



Takao Kawakami

President

Japan International Cooperation Agency

**THE STUDY ON  
SCHOOL MAPPING AND MICRO-PLANNING IN EDUCATION IN  
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**FINAL REPORT (VOLUME I)**

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- Appendix 7 Micro-Planning Handbook
- Appendix 8 Preliminary Questionnaire and Post Questionnaire
- Appendix 9 Memorandums
- Appendix 10 Minutes of Meetings



## ABBREVIATIONS

|        |  |
|--------|--|
| ADB    | : Africa Development Bank                                      |
| AED    | : Academic Education Officer                                   |
| BEMP   | : Basic Education Master Plan                                  |
| BEST   | : Basic Education Statistics                                   |
| BETS   | : Basic Education Textbook Support                             |
| BoS    | : Bureau of Statistics   |
| BPR    | : Book Pupil Ratio   |
| BSE    | : Basic Statistics in Education                                |
| CBO    | : Community Based Organisation                                 |
| CEF    | : Community Education Funds (WB project)                       |
| CIDA   | : Canadian International Development Agency                    |
| COBET  | : Complementary Basic Education in Tanzania                    |
| CPR    | : Classroom Pupils Ratio                                       |
| CPU    | : Central Processing Unit                                      |
| CSIS   | : Civil Services Information System                            |
| DANIDA | : Danish International Development Agency                      |
| DBSPE  | : District Based Support to Primary Education                  |
| DE     | : District Engineer  |
| DED    | : District Executive Director                                  |
| DEO    | : District Education Officer                                   |
| DfID   | : Department for International Development (UK)                |
| DG     | : Development Grant  |
| DGIS   | : Royal Netherlands Development Agency                         |
| DPO    | : District Planning Officer                                    |
| DPP    | : Department of Policy and Planning                            |
| DPR    | : Desk Pupil Ratio   |
| EFG    | : Education Facility Grant                                     |
| EMIS   | : Education Management Information System                      |
| ERP    | : Economic Recovery Programme                                  |
| ETP    | : Education Training Policy                                    |
| EU     | : European Union   |
| EdSDP  | : Education Sector Development Programme                       |
| FASID  | : Foundation for Advanced Studies in International Development |
| GDP    | : Gross Domestic Product                                       |

|        |  |
|--------|--|
| GER    | : Gross Enrolment Ratio                                |
| GIS    | : Geographic Information System                        |
| GoT    | : Government of Tanzania                               |
| GTZ    | : Gesellschaft für Technische Zusammenarbeit (Germany) |
| HRDP   | : Human Resource Development Programme                 |
| HTR    | : House Teachers Ratio                                 |
| ICBAE  | : Integrated Community Based Adult Education           |
| IFMS   | : Integrated Finance Management System                 |
| INSET  | : In-Service Training                                  |
| JICA   | : Japan International Co-operation Agency              |
| IMF    | : International Monetary Fund                          |
| ISP    | : Internet Service Provider                            |
| IT     | : Information Technology                               |
| LAN    | : Local Area Network                                   |
| LGR    | : Local Government Reform                              |
| LGRP   | : Local Government Reform Programme                    |
| MEO    | : Municipal Education Officer                          |
| MP     | : Micro-Planning                                       |
| MSTHE  | : Ministry of Science, Technology and Higher Education |
| MoEC   | : Ministry of Education and Culture                    |
| MoF    | : Ministry of Finance                                  |
| NECTA  | : National Examinations Council of Tanzania            |
| NER    | : Net Enrolment Ratio                                  |
| NMS    | : National Minimum Standard                            |
| NGO    | : Non-Governmental Organisation                        |
| PCM    | : Project Cycle Management                             |
| PDF    | : Portable Document Format                             |
| PEDP   | : Primary Education Development Plan (2002-2006)       |
| PRESET | : Pre-Service Training                                 |
| PRSP   | : Poverty Reduction Strategy Paper                     |
| PSLE   | : Primary School Leaving Examination                   |
| PSRP   | : Public Service Reform Programme                      |
| SDP    | : School Development Plan                              |
| SIDA   | : Swedish International Development Authority          |
| SLO    | : Statistics and Logistic Officer                      |
| SM     | : School Mapping                                       |

|        |  |
|--------|--|
| TCD    | : Technical Committee of Districts                                 |
| TCM    | : Technical Committee of Ministry                                  |
| TOR    | : Term of Reference  |
| TPR    | : Teacher Pupil Ratio  |
| TRC    | : Teacher Resource Centre  |
| TTC    | : Teacher Training College   |
| TTCL   | : Tanzanian Telecommunications Company Limited                     |
| Tsh    | : Tanzanian Shillings  |
| UNESCO | : United Nations Educational, Scientific and Cultural Organisation |
| UNICEF | : United Nations Children's Fund                                   |
| UPE    | : Universal Primary Education                                      |
| USD    | : United States Dollars  |
| VEO    | : Village Executive Officer  |
| WAN    | : Wide Area Network  |
| WB     | : World Bank   |
| WEC    | : Ward Education Co-ordinator                                      |
| WEO    | : Ward Executive Officer   |

**CHAPTER1:**  
**INTRODUCTION**

## **1. INTRODUCTION**

---

### **1.1 Policy Direction of Ministry of Education and Culture**

The current direction of education policy in Tanzania is based on the Education and Training Policy (ETP) developed in 1995, as a result of multi-sector analysis that includes the Makwetta Commission (1981) and other global initiatives such as the Jomtien Conference (1990). Following the development of the said Policy, the MoEC produced the Basic Education Mater Plan (BEMP 1997), comprised of several programmes including school mapping. As such, MoEC faced the challenge of translating the Policy into pragmatic actions. Prior to the initiation of school mapping in the country, a number of community-based educational programmes already possessed their own programs. Furthermore, they continued to support local efforts to improve the provision of basic education using less comprehensive approaches (notable among these approaches are the Dutch-supported District Rural Development Programme, Irish Aid, and DBSPE, which is jointly supported by the Government of Tanzania, DANIDA, the Netherlands, and Finland). All these programmes had an element of Participatory Rural Appraisal methodology, which involves grassroots institutions in decision-making.

The objectives of ETP were incorporated within the Education Sector Development Programme (EdSDP) in 1999. Focusing upon primary education, the following issues were undertaken in this programme: (i) the improvement in educational quality; (ii) the addition and improvement in access and equity for all children; (iii) the decentralisation of the management structure; (iv) the devolution of authority to local levels; and (v) the broadening of financial resources to support education. In essence, EdSDP adopted a sector-wide approach to achieve long-term human development and to reach poverty reduction targets.

As one of the first outcomes of the EdSDP, the Primary Education Development Plan (2002 - 2006) (PEDP) was developed in July 2001. The plan mainly targeted the following aspects: (i) enrolment expansion through facility improvement and teaching force fulfilment; (ii) quality improvement of education; (iii) management improvement through various capacity building actions; and (iv) strengthening of the institutional arrangement for planning and delivery of educational services. In the context of school mapping and micro-planning, the PEDP emphasised the acquisition of school development planning skills for entire schools. These

development plans at the school level were subsequently integrated into the district education development plan, and finally into the national education plan.

## **1.2 Objectives and Goals of the Study**

The Study on School Mapping and Micro-Planning has been implemented since the end of November 1999 as a three-year project between the United Republic of Tanzania, represented by the Department of Policy and Planning, the Ministry of Education and Culture (MoEC), and the Japan International Cooperation Agency (JICA). There are other important backgrounds for this Study beside those mentioned previously in the context of education sector development. Currently the Tanzanian Government is carrying out Local Government Reform (LGR), which requires decentralisation of educational administration, institutional building of the education sector at district levels, and educational micro-planning at district levels. The Interim Poverty Reduction Strategy Paper (PRSP), which is prepared by the Government of Tanzania (GoT), states that district-based school mapping activities would be completed in half of the country by the end of 2000, a target that was successfully achieved.<sup>1</sup> Such information is vital when potential assistance is contemplated by sources such as the IMF and the World Bank.

The objectives of the Study, agreed upon in the Scope of Work, are described below. It was expected to strengthen the institutional capacity of targeted local authorities<sup>2</sup> in the educational administration by achieving these objectives through active participation of various levels of stakeholders such as district and ward officers, as well as headteachers and community leaders in the school mapping and micro-planning exercises. The objectives are as follows:

- 1) To provide basic educational information at the district<sup>3</sup> level;
- 2) To prepare plans and programmes for basic education at the district level;
- 3) To prepare recommendations for information systems for basic education; and
- 4) To transfer technical know-how to counterparts throughout the course of the Study.

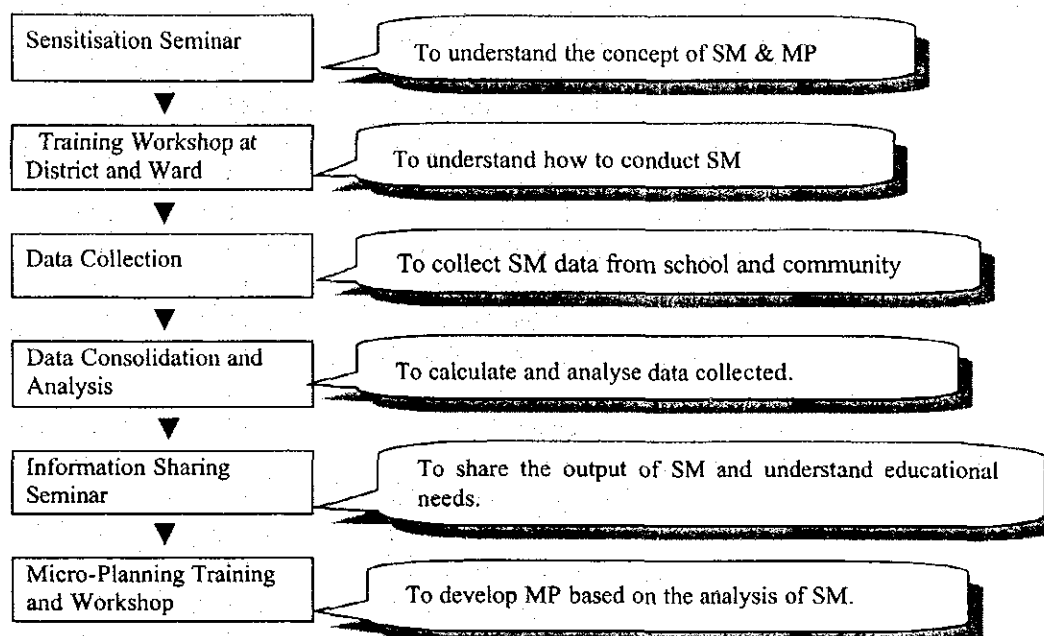
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<sup>1</sup> This is one of the conditions for reaching the minimum cut-off point for the enhanced Initiative for Heavily Indebted Poor Countries (HIPC).

<sup>2</sup> Local Authority refers to district council, municipal council, city council, and town council. (Dar es Salaam City is the exception and divided into three municipalities.)

<sup>3</sup> For the convenience, "district" will be used to mention district, city, municipality and town in the report.

In order to achieve the above objectives, the following activities shown in Figure 1-1 were carried out for each target district.



**Figure 1.1 Major Activities in School Mapping and Micro-Planning**

### 1.3 Study Areas by Phase

Specific study areas by phase are summarised in Table 1.2 and Figure 1.2. These study areas are selected based on a number of factors including the progress of Local Government Reform (LGR), the school mapping programmes supported by UNICEF (MoEC/UNICEF school mapping), as well as the District-Based Support to Primary Education (DBSPE). In Phase I of the Study, three municipalities in Dar es Salaam (Ilala, Kinondoni, and Temeke) were studied. In addition to these three districts, 14 other districts were selected as study areas in Phase II. The

study areas in Phases III covered 16 districts, two of which (Arumeru and Moshi) were supported by CIDA (Canadian International Development Agency).<sup>4</sup>

<sup>4</sup> The contents of this joint cooperation are basically comprised two major tasks which means JICA study team provides technical assistance in conducting the study and CIDA Tanzania provides funds for conducting the study.

**Table 1.1 List of Study Areas**

| Phase                   | Region             | District/Municipality   | No. of<br>Wards        | No. of<br>Schools |     |
|-------------------------|--------------------|-------------------------|------------------------|-------------------|-----|
| Phase I                 | Dar Es<br>Salaam   | Ilala Municipality      | 22                     | 53                |     |
|                         |                    | Kinondoni Municipality  | 27                     | 71                |     |
|                         |                    | Temeke Municipality     | 24                     | 58                |     |
| Sub-Total               |                    |                         | 73                     | 182               |     |
| Phase II                | Arusha             | Arusha Municipality     | 15                     | 28                |     |
|                         |                    | Babati District         | 21                     | 109               |     |
|                         | Dodoma             | Dodoma Municipality     | 15                     | 65                |     |
|                         | Iringa             | Iringa Municipality     | 13                     | 30                |     |
|                         | Kagera             | Bukoba Town             | 41                     | 214               |     |
|                         | Kilimanjaro        | Moshi Municipality      | 15                     | 24                |     |
|                         | Lindi              | Lindi Town              | 13                     | 13                |     |
|                         | Mara               | Musoma Town             | 13                     | 22                |     |
|                         | Mwanza             | Mwanza City             | 20                     | 60                |     |
|                         |                    | Shinyanga               | Shinyanga Municipality | 13                | 37  |
|                         |                    |                         | Shinyanga District     | 36                | 231 |
|                         | Tabora             | Kahama District         | 34                     | 186               |     |
|                         |                    | Tabora Municipality     | 21                     | 60                |     |
| Tanga                   | Tanga Municipality | 24                      | 69                     |                   |     |
| Sub-Total               |                    |                         | 294                    | 1148              |     |
| Phase III               | Arusha             | Karatu District         | 13                     | 63                |     |
|                         |                    | Mbulu District          | 16                     | 77                |     |
|                         |                    | Arumeru District (CIDA) | 37                     | 156               |     |
|                         | Iringa             | Njombe District         | 27                     | 217               |     |
|                         | Kagera             | Bukoba Town             | 14                     | 20                |     |
|                         |                    | Muleba District         | 31                     | 156               |     |
|                         | Kigoma             | Kigoma Town             | 13                     | 20                |     |
|                         | Rukwa              | Sumbawanga Town         | 13                     | 46                |     |
|                         | Shinyanga          | Bukombe District        | 14                     | 116               |     |
|                         |                    | Maswa District          | 18                     | 99                |     |
|                         | Singida            | Singida Town            | 13                     | 28                |     |
|                         | Tabora             | Nzega District          | 37                     | 151               |     |
|                         | Tanga              | Pangani District        | 13                     | 27                |     |
|                         | Kilimanjaro        | Mwanga District         | 16                     | 92                |     |
|                         |                    | Rombo District          | 20                     | 123               |     |
| Moshi District (CIDA)   |                    | 31                      | 193                    |                   |     |
| Sub-Total               |                    |                         | 326                    | 1584              |     |
| Total for All<br>Phases |                    |                         | 693                    | 2914              |     |



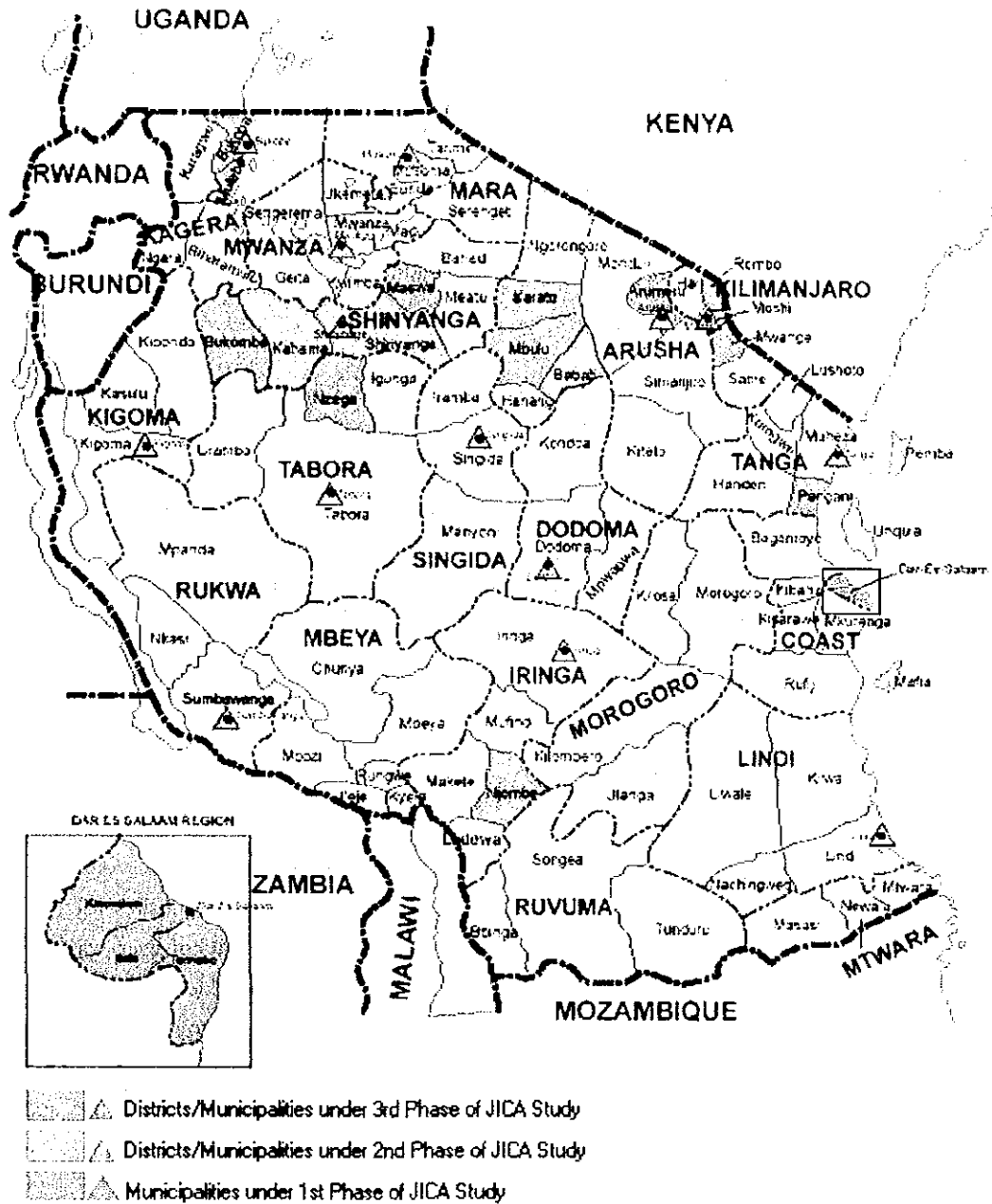


Figure 1.2 Study Areas

#### **1.4 Overview of Progress by Phase**

The Study in Phase I was conducted for approximately four months, including a one-month preparation period. During this preparation period the MoEC/UNICEF school mapping method, including manuals and questionnaires, was reviewed. UNICEF already had supported school mapping, however micro-planning was carried out at only one district. In terms of technical issues, MoEC and JICA modified/simplified questionnaires of the MoEC/UNICEF method. Furthermore, the Micro-Planning Handbook was developed for performing the micro-planning activities. In the implementation phase a consultant firm, HR-Consultant, that possessed prior working experience with MoEC/UNICEF school mapping, was contracted to perform these study activities.

The Study in Phase II was conducted for approximately six months including a two-month preparation period. During the preparation stage, the experience during Phase I was reviewed. National consultants, that play a key role in the Study, were selected. The review was accomplished through numerous discussions between the JICA Study Team and its MoEC counterparts regarding the original Progress Report I. Discussions led to several major changes from Phase I including: (i) improvement of the manner in which the JICA Study Team and its MoEC counterparts collaborate; (ii) the identification of measures to obtain accurate data during the school mapping; and (iii) improvement of the micro-planning methodology to enhance stakeholder participation.

During the school mapping stage, the JICA Study Team and its MoEC counterparts held a series of meetings to finalise the questionnaires. Items were eliminated that were either overlapping or could not be analysed in the School Mapping Reports. In addition, open-ended questions were modified to multiple-choice ones to facilitate statistical analysis. The questionnaires used in Phase II were simplified considerably from those used in Phase I. One caveat however, was that in Phase II registration forms for school-age children in the village were added, enabling data regarding the number and the status of all school-age children in the village to be collected. In addition to these changes, computer-based data analysis was introduced in order to obtain more accurate results. To explain all procedures for implementing school mapping and micro-planning and basic education indicators, the "Manual for Facilitators" was developed by revising the School-Mapping Manual produced by MoEC/UNICEF<sup>5</sup>.

---

<sup>5</sup> School Mapping: Concepts, Process and Methods, Joint Publication of GOT/UNICEF Tanzania

The training seminars and workshops were conducted at the district and ward levels using the cascade system. One of the advantages of this system is that information and knowledge can be broadly distributed to the possible. On the other hand, one disadvantage was the potential chance for misunderstanding when information was passed from one stage to the next stage. Some District Education Officers (DEOs) pointed out the weakness of training at the ward level due to insufficient qualifications possessed several Ward Education Coordinators (WECs), who serve as trainers at the ward level. In such cases, others appointed to assist those WECs to facilitate the training at ward level.

In the micro-planning stage, the “Micro-Planning Handbook” was developed in accordance with the draft version of MoEC’s District Micro-plan Guide. The micro-planning activities begin with Problem Analysis, followed by Programme Formulation including Plans of Operating, Annual Action Plans, and Monitoring Plans. The duration of the workshops was expanded from three days (in Phase I) to five days (in Phase II), as the original timeframe proved to be too constraining. Nevertheless, most districts still expanded the duration of workshop voluntarily in order to accomplish their tasks in micro-planning.

The Study in Phase III was conducted for approximately six months. Although a different consulting firm (Env Consultant) was contracted, more than half of the facilitators out of those who handled the Study in Phase II, were once again assigned. Therefore, the experience and know-how fostered in Phase II was sustained into and throughout Phase III.

Lessons learned in Phase II resulted in substantial improvement in management for the implementation of the Study, which include:

- i) Enhancement of MoEC involvement and systematic management throughout all exercises by establishing a Technical Committee in the MoEC and target districts;
- ii) Strengthening of monitoring by the MoEC Team and the JICA Study Team in training seminars, workshops, and fund management at the districts; and
- iii) Allocating appropriate time to conduct a series of workshops and seminars.

**CHAPTER 2:**  
**PROCESS OF METHODOLOGY DEVELOPMENT FOR**  
**SCHOOL MAPPING AND MICRO-PLANNING**

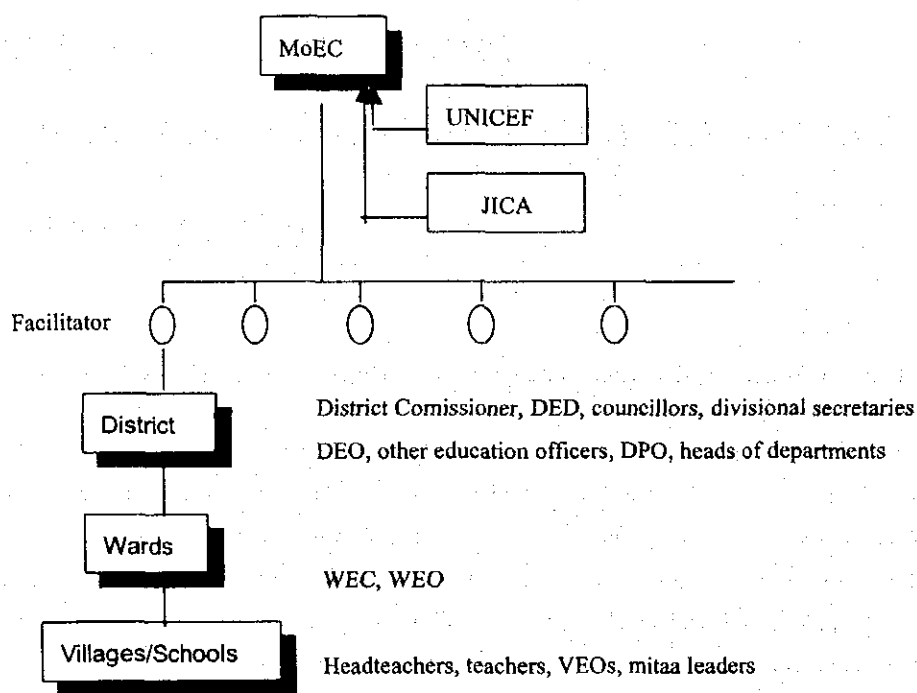
## **2. PROCESS OF METHODOLOGY DEVELOPMENT FOR SCHOOL MAPPING AND MICRO-PLANNING**

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### **2.1 Concept and Framework of School Mapping and Micro-Planning**

School mapping and micro-planning is a set of techniques and procedures used to identify educational needs at local levels and subsequently to plan for measures to rectify them. Thus school mapping and micro-planning seek to identify various factors that affect efficient and effective provision of education in a locality and consequently to create plans to resolve them. In this context, the local level signifies any administrative structure other than the national one (this may include regional, district, ward, or village institutional levels).

The implementation of school mapping and micro-planning requires participation from a broad range of people and institutions. As shown in Figure 2.1, currently either UNICEF or JICA supports most of the school mapping and micro-planning activities in Tanzania. MoEC is in charge of overall administration and development of the methodology. Facilitators, trained in school mapping and micro-planning methods, assist the district throughout the process. In each district, the District Education Officer (DEO), other education officers, the District Planning Officer (DPO), as well as heads of other departments are organized into a single team that is responsible for the entire process within their respective district. The District Commissioner, the District Executive Director (DED), councillors, and occasionally district secretaries are also sensitised, though they are not involved in the actual work. At the ward level, Ward Education Coordinators (WECs) and Ward Executive Officers (WEOs) are in charge of work at their wards, including training and supervision of headteachers, teachers, Village Executive Officers (VEOs) and/or mitaa leaders. The inclusion of a myriad of stakeholders contributes to enhanced social marketing by stressing and emphasizing the importance of education and of capacity building at all levels.



**Figure 2.1 Stakeholders**

## **2.2 Process of Methodology Development**

### **2.2.1 Methodology Development for School Mapping**

The purpose of school mapping is to collect and analyse basic educational information. People at the district, ward, school, and community levels carry out the Study. There are six primary activities in school mapping: (i) Sensitisation Seminar; (ii) Training at District; (iii) Training at Ward; (iv) Data Collection; (v) Data Consolidation; and (vi) Information Sharing Seminar. The basic instrument used for data collection was questionnaires.

When JICA started its Phase I of the Study on School Mapping and Micro Planning with three districts in Dar es Salaam in early 2000, MoEC/UNICEF methods were primarily adopted (as these had already been used since 1996). In the MoEC/UNICEF method, questionnaires and

manuals for facilitators were prepared beforehand however, each facilitator was responsible for formulating his/her own format for data consolidation, as well as creating their own report format. Consequently, report formats were different, with quality varying depending upon the facilitator. Therefore, when JICA carried out its Phase II of the Study within the 14 districts, MoEC and JICA pre-specified the formats for data consolidation and the reports to control the quality of the reports.

JICA also developed computer software programs for data consolidation, which previously had been carried out manually by ward officers and the facilitator. In Phase II, the raw data from the questionnaires was directly entered into the computer database by data entry clerks hired by the contracted consulting firm. In this stage, data was also manually consolidated at ward levels. A comparison of the two methods revealed that computer consolidation produced significantly fewer errors. Thus in Phase III, the data was consolidated only by using computers, while the simple data consolidation sheets were distributed to each ward and district office for practice only.

Questionnaires used for MoEC/UNICEF methods were subsequently revised. In essence, the questionnaires were revised by: (i) removing overlapping questions; (ii) removing items that were not analysed to produce School Mapping Report; and (iii) changing open-end questions into multiple-choice ones to enable statistical analysis. The questionnaires used in Phase II were simplified considerably from those used in Phase I. One caveat however, was that in Phase II the registration forms for school-age children in the village were added, enabling data regarding the number and the status of all school-age children in the village to be collected.

As a result of the methodology development mentioned, the districts under JICA support followed the uniform format for report writing. The School Mapping Report for the districts under UNICEF support however, still lacked this uniformity. Considering the need to maintain a certain level of uniformity in School Mapping Reports, MoEC held a workshop supported by UNICEF between the 4<sup>th</sup> and 8<sup>th</sup> of December 2000 to refine the methodology. The JICA Study Team also participated in this workshop. As a result, School Mapping Reports produced with the UNICEF support after the workshop also had a much greater degree of uniformity.

### **2.2.2 Methodology Development for Micro-Planning**

The purpose of micro-planning is to design a development plan (micro-plan) for basic education in each target district. The micro-plan should include proposals on budget, schedule, as well as any available financial sources for implementation. Furthermore, it should include proposals to

strengthen the organisational, administrative, and financial capabilities of the district government for basic education. Another expected result of these efforts is the determination of the extent and the degree to which district authorities are able to make efficient use of the School Mapping Reports to formulate their plans for education development. The micro-plans are advantageous as they respond to the needs and aspirations of the local community, and they ensure participation, transparency, accountability, and sustainability.

In March 2000, JICA supported Micro-Planning Workshops in the Ilala, Kinondoni, and Temeke Municipalities in Dar es Salaam, while UNICEF supported Micro-Planning Workshop in the Kibaha district. When these workshops were held, the micro-planning method was still in its early stages of development.

JICA assisted MoEC to develop and perfect micro-planning methodology. Between the 18<sup>th</sup> and 20<sup>th</sup> of July 2000, MoEC (supported by UNICEF) held a workshop for the development of micro-planning methodology, whose participants included several MoEC officers and the JICA Study Team members. The JICA Study Team members were responsible for the provision of technical assistance.

Based on the workshop results, MoEC drafted a "District Micro-Plan Guide" in October 2000, while obtaining technical assistance and comments from JICA. In the District Micro-Plan Guide, MoEC provided a set of guidelines for formulation of micro-plans. These guidelines intended to demonstrate how micro-planning should be facilitated at the district level and to describe the results (micro-plans) in a common format.

Although the District Micro-Plan Guide clearly showed the basic guidelines for micro-planning, more detailed documents were needed to guide the district officers and facilitators throughout each stage of actual micro-planning. MoEC then prepared a "Micro-Planning Handbook" (see Appendix 7) with technical assistance from JICA. The Micro-Planning Handbook was an instructional tool to explain what and how participants partake in the micro-planning process. The Micro-Planning Handbook followed guidelines originating from the District Micro-Plan Guide, but explained it more thoroughly and in a conducive manner to encourage better understanding. JICA also added several methods to the Handbook that seem quite useful for



micro-planning, i.e. the participatory planning method, visualisation of discussion by using cards, reference to national targets on the basic education, and resource identification etc.<sup>6</sup>

In November 2000, Micro-Planning Workshops were conducted in fourteen (14) districts under Phase II of the Study, adhering to the methodology described in the District Micro-Plan Guide and Micro-Planning Handbook. Furthermore, three (3) municipalities under the Phase I held workshops again to review their micro-plans following the developed micro-planning methodology.

In Phase III of the Study under JICA support, corresponding lessons learned through the previous micro-planning activities resulted in additional instructions being added to the micro-planning methodology as described in the Micro-Planning Handbook. First, a method to prioritise several outputs identified in the micro-plan was introduced to help planners to make their micro-plans efficient (see page 22 of Appendix 7). Secondly, unit costs for required items were identified and added as another stage of Micro-Planning, as such processes assisted planners to estimate costs for the planned activities (see pages 28-30 Appendix 7).

One of the problems identified in the Micro-Planning Workshops during Phase I and II was that some participants, especially those below ward levels, could not fully understand English and some of the more advanced concepts. Due to the nature of participatory planning, it was necessary to clarify these concepts and procedures by providing translations in Swahili. Thus in Phase III, a Swahili version of the revised Micro-Planning Handbook was prepared.

In December 2001, sixteen (16) districts under Phase III of the Study held Micro-Planning Workshops following the District Micro-Plan Guide and the revised Micro-Planning Handbook (which was published both in English and Swahili). The duration of workshop was extended from five (5) days (in 2000) to ten (10) days (in 2001).

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<sup>6</sup> Many methods applied in the Micro-Planning process were derived from the Project Cycle Management (PCM) Method, which is developed by the Foundation for Advanced Studies on International Development (FASID) in Japan. The PCM Method is a tool for managing the entire cycle of a development project from formulation and implementation to evaluation. The managerial tools in the PCM method, i.e. the Logical Framework, participatory planning method, visualisation of discussion etc. are common to many development partners (FASID, *PCM: Management Tool for Development Assistance*, March 1997).

## **2.3 Improvement of Managerial Set-up for Implementation**

### **2.3.1 Modality of Hiring National Consultants**

School mapping and micro-planning within each district is to be facilitated by the consultant, who is hired to serve as the facilitator. For the MoEC/UNICEF method, UNICEF hired individual consultants as facilitators. For the MoEC/JICA method, the JICA Study Team, in collaboration with MoEC, contacted a national consulting firm, which then sub-contracted individual facilitators. The role of MoEC and JICA was in terms of methodology development and overall administration.

In Phase I, the JICA Study Team contracted HR-Consult, which possessed prior experience with MoEC/UNICEF school mapping activities. Due to the time constraints, the JICA Study Team took a primary role in the administration and the methodology development. Major lessons learned from Phase I included the following: (i) a delay was experienced in the submission of district reports from the national consulting firm; (ii) some of the data was not collected sufficiently to formulate meaningful statistics or findings; and (iii) time constraints prevented further participation of MoEC counterparts in the Study. Furthermore, it was found that the consulting firm owned by a single individual (such as HR-Consult) possess a limited managerial capacity for conducting large-scale study.

In Phase II, the number of target districts was increased from three (3) to fourteen (14). MoEC and the JICA Study Team decided to leave management functions in the hands of a consulting firm that possessed a strong managerial capacity. Subsequently, the JICA Study Team contracted ED-Consult, which then sub-contracted 14 facilitators and other necessary staffs. However, the weakness of the managerial capacity of the national consulting firms was once again exposed, forcing the JICA Study Team to take over the task of the national consulting firm in order to produce quality outputs. Furthermore, the necessity of higher-level participation by the MoEC in the Study was stressed at the end of Phase II.

In Phase III, in order to ensure the sufficient participation of MoEC, a Technical Committee of the Ministry (TCM) was established. As a result of close collaboration between MoEC and JICA, an appropriate national consulting firm, ENV-Consult, was selected as a managerial body. In addition, MoEC and JICA identified qualified facilitators and other staff to be sub-contracted by the national consulting firm beforehand. The management structure adopted in Phase III is shown in Figure 2.1.

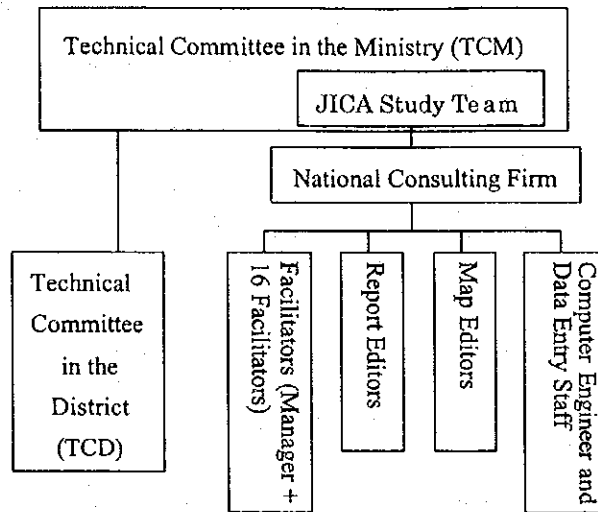


Figure 2.1 Management Structure in Phase III

Tasks to be accomplished by each specialist are as follows.

The Facilitator is:

- responsible for assisting the district in implementing the school mapping and micro-planning, in terms of logistical support and technical assistance; and
- responsible for assisting the district in producing output of school mapping and micro-planning: "School Mapping Report"<sup>7</sup>, "School Map"<sup>8</sup>, "Schools Profile"<sup>9</sup> and "Micro-Planning report".

The Computer Engineer is:

- responsible for maintaining all the completed questionnaires in an orderly fashion;
- responsible for supervising and controlling the work of data entry clerks, so that all data in the questionnaires is entered properly into the computer; and
- responsible for assuring the adequacy of data (i.e. if the raw data is erroneous, he/she is responsible for instructing on how to obtain the correct raw data).

<sup>7</sup> Report comprised of text part and ward level data tables

<sup>8</sup> School location map which is to be included in the School Mapping Report

<sup>9</sup> Report comprised of school level data tables

The Data Entry Clerk is:

- responsible for entering the data from the questionnaires (distributed by the Computer Engineer) into the computer.

The Map Editor is:

- responsible for editing the map submitted by the districts.

The Report Editor is:

- responsible for editing the reports submitted by the districts.

### **2.3.2 Organisational Set-up**

The JICA Study Team and its MoEC counterparts were expected to work closely, since capacity building was one of the key objectives in the Study. However in Phase I, the MoEC counterparts were not sufficiently involved in the management and methodology development process, mainly because of time constraints that plagued the JICA Study Team. After Phase I was completed, MoEC requested that it be involved more deeply in such activities. Therefore, a longer time was allocated for discussions between MoEC counterparts and the JICA Study Team on the selection of national consultants and methodology development during Phase II. Furthermore, every district was monitored at least once by the MoEC staff.

In discussions with MoEC to review Phase II, it was suggested that MoEC establish the Technical Committee in the Ministry (TCM) and a Technical Committee in the districts (TCDs). Such a mechanism helped to improve planning, implementation and monitoring capacity at MoEC and the districts. TCDs were mainly engaged in planning and implementing the school mapping and micro-planning, while TCMs were primarily responsible for monitoring and guiding TCD activities.

Personnel constituting the TCM are as follows:

- (i) Director of the Policy and Planning Department (Chair)
- (ii) Policy and Planning Department Officer(s);
- (iii) Representatives of the Primary Education Department;
- (iv) Representative of the Teacher Education Department;
- (v) Representative of the Inspectorate Department; and
- (vi) The JICA Study Team Member(s).

TCD of a district is composed of the following constituent members:

- (i) District Education Officer (Chair)
- (ii) District Planning Officer; and
- (iii) Five to Eight District Level Officers (involved in the education sector)

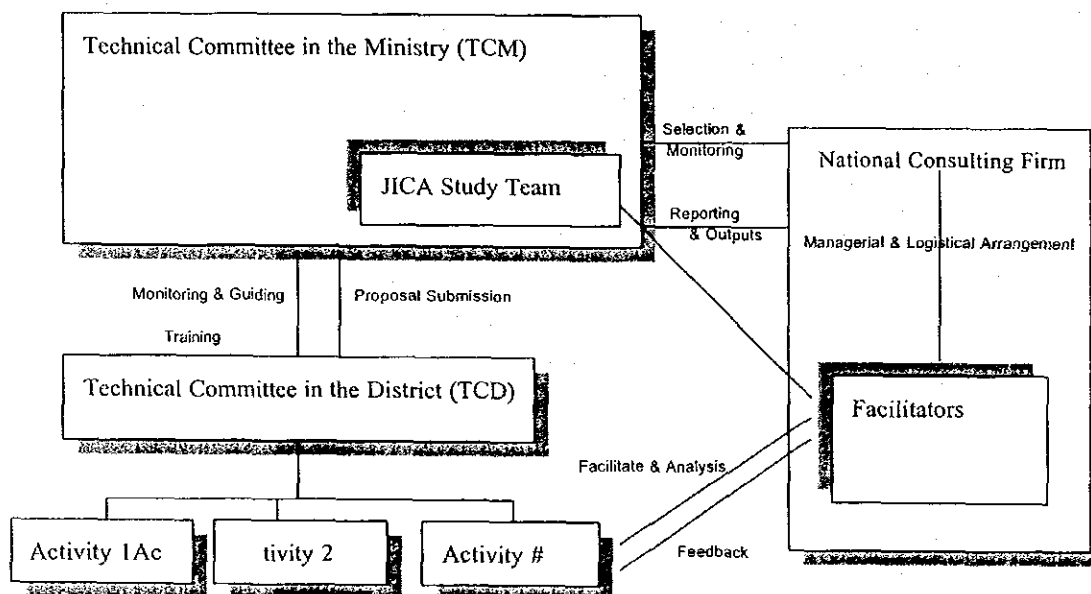
The tasks for each committee defined by MoEC and JICA are described below. Figure 2.2 shows the inter-relationships among main stakeholders involved in implementing the Study.

(TCM: Technical Committee in the Ministry)

- 1) The committee is to support and facilitate the next-phase target districts to prepare a proposal, which should be prepared by each TCD. The proposal is to include a work schedule, a potential list of participants for each activity, and a proposed budget.
- 2) The committee is to prepare guidelines to draft the district proposal. The guidelines are to include the contents and processes for school mapping and micro-planning, course-setting criteria, selection criteria for participants, and criteria/ceilings in budget.
- 3) The committee is to draft monitoring guidelines to be used when the monitors are dispatched to the field. The guidelines should be drafted for each activity of the Study process.
- 4) The committee is to select facilitators for TOR preparation.
- 5) The committee is to design the monitoring plan/schedule and also to organise the monitoring team, which should be assigned to monitor each activity.
- 6) The committee is to dispatch the monitoring team to each district. Each monitor must submit a monitoring report after completion of monitoring activities.
- 7) The committee is to establish the methodology to evaluate the school mapping and micro-planning. (The evaluation should focus on the process of school mapping and micro-planning. At least two evaluation meetings should be held (one for school mapping; and another for micro-planning), inviting facilitators and those involved in the undertaking of monitoring. For the school mapping meeting, a computer engineer should also be invited.)
- 8) The committee is to revise the existing Manual for Facilitators and Micro-Planning Handbook.

(TCD: Technical Committee in the district)

- 1) The committee is to prepare a proposal before initiating school mapping and micro-planning for TCM. The preparation procedures and guidelines are determined by the TCM.
- 2) The committee is to draft a management plan for all activities, receiving advice from TCM. This plan is to include time schedules, potential participants, and expected roles/responsibilities of WEO/WEC, mitaa leaders, and headteachers.
- 3) The committee is to identify alternative measures and to provide suggestions when difficulties and problems arise at the ward level during the implementation of school mapping exercises.
- 4) The committee is to produce the necessary reports, receiving assistance from the facilitator such as the "School Mapping report", "School Map", "Schools Profile", "Micro-Planning Report", and "Fund Utilisation Report".



**Figure 2.2 Inter-Relationships among Main Stakeholders**

**CHAPTER 3:**  
**METHODOLOGY AND PROCEDURE FOR SCHOOL**  
**MAPPING AND MICRO-PLANNING**

### **3. METHODOLOGY AND PROCEDURE FOR SCHOOL MAPPING AND MICRO-PLANNING**

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The methodology and procedure for school mapping and micro-planning has changed gradually by phase with the improvement. The methodology and procedure described here is that of Phase III, implemented from 2001 to 2002.

#### **3.1 Overall Preparation**

##### **3.1.1 Budgeting for the Activities in Each District**

MoEC had sent a letter of request to the target districts for budget estimation for school mapping and micro-planning activities, three months prior to the start of the Study. However, only a few districts submitted their budget estimations. Based on experience from Phase I and II as well as the budget estimations submitted by a few target districts in Phase III, the JICA Study Team proposed the budget for the activities in each district. Immediately after the arrival of the JICA Study Team in Tanzania in late August, the budget proposal was discussed between MoEC counterparts and the JICA Study Team, at which time the final budget allocation was decided upon.

On the 14<sup>th</sup> of September 2001, MoEC together with the JICA Study Team organised a meeting with sixteen (16) DEOs at MoEC to inform the sixteen (16) districts about upcoming school mapping/micro-planning exercises. Furthermore each district was informed of its allocated budget and instructed to prepare for these exercises.

##### **3.1.2 Selection of the Consulting Firm**

In Phase I and II, the start of the Study had been delayed because of administrative procedures with first selecting the consulting firm and then contracting with the consulting firm. Due to this experience, the JICA Study Team had already submitted the TOR for the consulting firm to JICA Headquarters and received approval before arriving in Tanzania on the 23<sup>rd</sup> of August. Just after the arrival of the JICA Study Team in Tanzania, the JICA Study Team and MoEC staff began the process of selecting a consulting firm. MoEC created a shortlist of four (4)



prospective consulting firms, among which, three firms had expressed an interest in submitting a proposal. The JICA Study Team together with MoEC staff held an explanatory meeting for the three firms on the 5<sup>th</sup> of September. A second meeting was held between JICA Study Team and the three firms on the 5<sup>th</sup> of September to answer any questions regarding the TOR or the proposal writing itself. The three firms submitted technical and financial proposals on the 11<sup>th</sup> of September. The JICA Study Team and the MoEC staff, based on the guidelines developed by both parties, scored of the technical proposals, with the final winning firm being selected on the 14<sup>th</sup> of September. Contract details were negotiated between JICA Study Team and the selected consulting firm, with results being relayed to JICA Headquarters. After the JICA Study Team received approval from JICA Headquarters for the selection of the consulting firm, the contract between the JICA Study Team and the consulting firm was signed

### **3.1.3 Training of the Facilitators**

The working team from the consulting firm was comprised of a project manager, sixteen (16) facilitators, a computer engineer, eight (8) data entry clerks, map editors, and report editors. On the 26<sup>th</sup> and 27<sup>th</sup> of September 2001, the consulting firm organised a two-day preparatory meeting where the project manager explained the procedures and the technical details of the Study to the nineteen (19) facilitators<sup>10</sup>. Staff from MoEC and the JICA Study Team also made additional explanations during the meeting.

The following handouts were distributed:

- Manual for Facilitators (see Appendix 6)
- Questionnaires (both Swahili and English versions) (see Appendix 5 for English version)
- Consolidation Sheets
- Model School Mapping Report
- Format for Activity Report

The agenda for the two-day meeting was as follows:

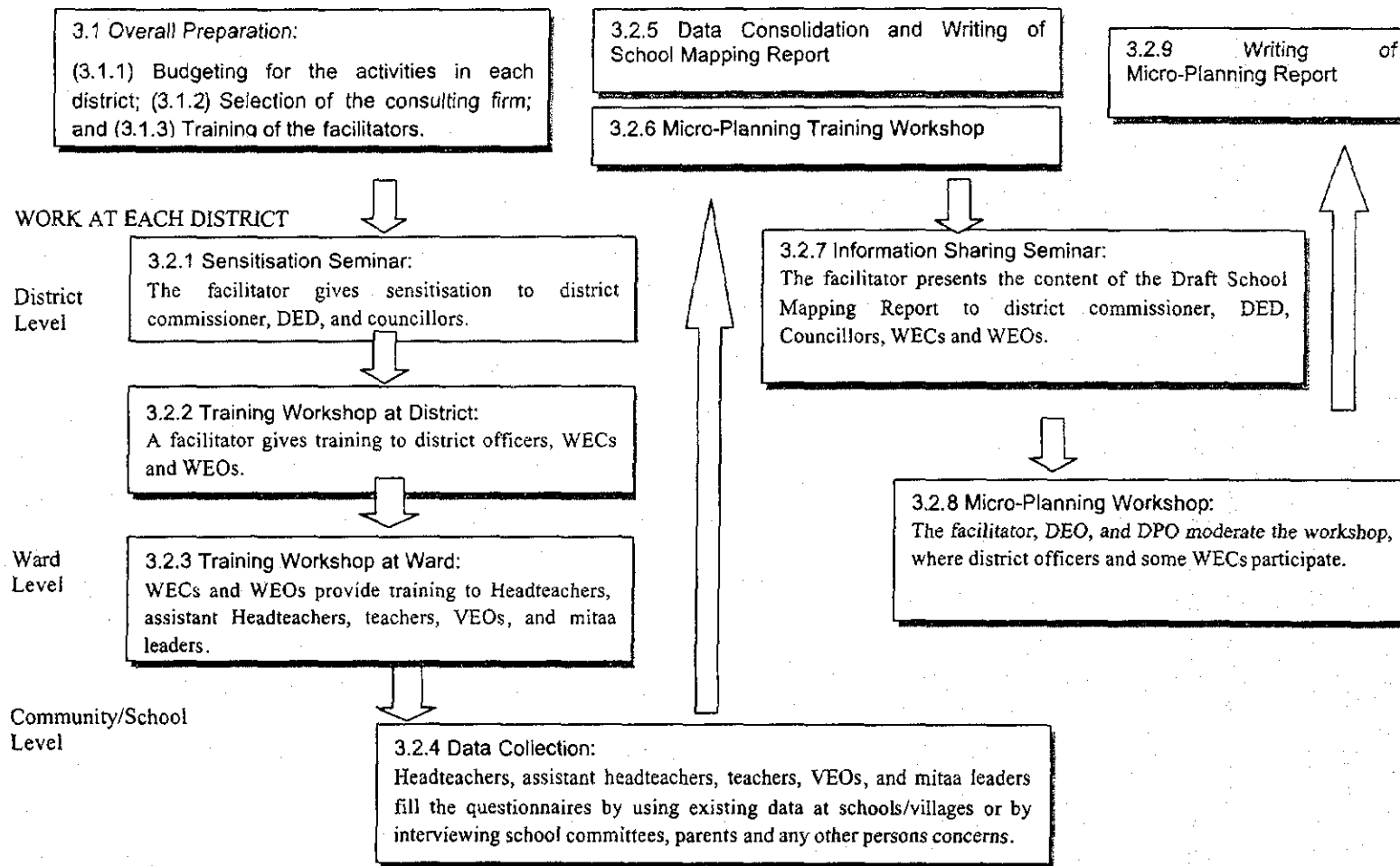
- a) Opening Address and Introduction of Participants
- b) Manual for Facilitators
- c) Questionnaires for Headteachers (Headteachers' Questionnaires)
- d) Questionnaires for Village/Mitaa Leaders (Village/Mitaa Leaders' Questionnaires)
- e) Consolidation Sheets

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<sup>10</sup> The nineteen (19) facilitators included the original sixteen (16), in addition to three (3) reserve personnel.

- f) Data Processing at Dar es Salaam Headquarters
- g) School Mapping Report
- h) Submission of Activity Report

MoEC also organised a one-day briefing meeting on September 21<sup>st</sup> to sensitise the facilitators, the project manager, and other staff from the consulting firm.



**Figure 3.1 Procedure of School Mapping**

## **3.2 School Mapping and Micro-Planning**

### **3.2.1 Sensitisation Seminar**

#### **(1) Logistical Preparation**

After the training, the consulting firm and the facilitators prepared for travel to the sixteen (16) districts were made. These preparations included packing the training materials as well as purchasing air tickets for facilitators. Between the 4<sup>th</sup> and 7<sup>th</sup> of October, facilitators travelled to the fourteen (14) districts under JICA support. In the two districts under CIDA financial support, facilitators travelled there a week later, since a delay in sending the money to districts from CIDA was incurred.<sup>11</sup> After arriving at the districts, facilitators made arrangements with the (host) districts to prepare the appropriate venue for the seminar and subsequent workshops, as well as to inform all earmarked participants of the activities in the district. In general, information was sent via mail and telephone.

#### **(2) Participants**

Invited participants from each district included the District Commissioner, District Executive Director (DED), District Education Officer (DEO), District Planning Officer (DPO), and Councillors.

#### **(3) Agenda**

Each sensitisation seminar was held on a single day between October 8<sup>th</sup> and 10<sup>th</sup>, with the seminar itself lasting only a few hours. The schedule/agenda for the meeting is as follows below:<sup>12</sup>

- a) Registration
- b) Arrival of the Guest of Honour
- c) Introduction of Guest of Honour and Participants
- d) Opening of the Seminar by the Guest of Honour
- e) Objectives of school mapping
- f) Responsibilities of District and Ward Leadership.
- g) Discussion
- h) Closing of Seminar

#### **(4) The Issues Most Commonly Discussed (Question and Answer/Agreement)**

One of the most commonly discussed issues (questions/answers) was:

Q: Does the abolition of UPE fees would reduce school income ?

A: The Government will provide school income from the national debt relief.

<sup>11</sup> Hereafter, the date described is attributed only to the fourteen (14) districts under JICA support, as the two (2) under CIDA support completed the tasks nearly a week after the scheduled date.

<sup>12</sup> Core items such as e) and f) were presented by the facilitator, and questions raised by the participants were answered mainly by the facilitator, and sometimes by the district commissioner, DED, or DEO.

### **3.2.2 Training Workshop at District**

#### **(1) Participants**

At each district, members of the District Technical Committee (7-10 district officers including DEO and DPO), WECs and WEOs served as trainees, while the facilitator served as the trainer. Members of the District Technical Committee served as organisers as well as trainees. They were selected among officers from the education department and were involved in activities throughout the Study.

#### **(2) Agenda**

Each District Training Workshop was held for two days between the 9<sup>th</sup> and 12<sup>th</sup> of October. Although there were some slight variations depending on the district, the following was the general model of agenda.

##### **1<sup>st</sup> Day**

- a) Registration of Participants
- b) Opening of Seminar
- c) Discussion on the Objective of School Mapping
- d) Explanation of the Procedure for School Mapping
- e) Review of Headteachers' Questionnaire and Discussion of Each Item

##### **2<sup>nd</sup> Day**

- a) Review of the 1<sup>st</sup> Day
- b) Review of Village Leaders' Questionnaire and Discussion of Each Item
- c) Exercises using Consolidation Sheets
- d) Closing of Workshop

Copies of a completed Headteachers' and Village Leaders' Questionnaire were distributed to the participants as training materials.

#### **(3) Most Commonly Discussed Issues (Question and Answer/Agreement)**

Some commonly discussed questions were as follows:

- Q: How can ordinary teachers assist VEOs for villages, which have no primary schools?  
A: Teachers must be brought in from neighbouring villages, which have schools.
- Q: How is it determined whether pupils have passed the PSLE at Grade C or above?  
A: Information should be obtained from DEO's office or REO's office.
- Q: What units should be used to measure the land area on the Headteachers' Questionnaire?  
A: One may use any of the following units - m<sup>2</sup>, yards<sup>2</sup> or ha.
- Q: Should data collectors be fully compensated at the beginning of data collection activities? Is there not inherent distrust by the data collectors?  
A: Payment at the end of the activities serves as an incentive to assure that everybody works diligently and properly towards the set goal.

### **3.2.3 Training Workshop at Ward**

#### **(1) Participants**

Participants were divided into supervisors, trainers, and trainees. Supervisors were the Members of the District Technical Committee, while trainers were WECs and WEOs. Trainees were headteachers, VEOs, mitaa leaders, and teachers who assisted VEO/mitaa leaders. Though the Training Workshop at Ward was supposed to be held at every ward, there were some exceptions, particularly in smaller districts such as Bukoba Town and Kigoma Town, where workshops were held at district headquarters for all WECs and WEOs.

#### **(2) Agenda**

Training Workshops at Wards were held between the 15<sup>th</sup> and 19<sup>th</sup> of October. Two types of training workshops were separately conducted: the Training Workshop at Ward-A for Headteachers' Questionnaires and the Training Workshop at Ward-B for Village/Mitaa Leaders' Questionnaires. The following is the model of the agenda. The duration of each workshop was one day.

Training Workshop at Ward-A (for Headteachers' Questionnaires) had the following agenda;

- a) Registration of Participants
- b) Opening of Workshop
- c) Brief Introduction of School Mapping and Micro-Planning
- d) Explanation of Headteachers' Questionnaires
- e) Conducting Question and Answer (Q&A) Session
- f) Closing

Copies of a completed Headteachers' Questionnaire were distributed to the participants as training materials.

Training Workshop at Ward-B (for Village/Mitaa Leaders' Questionnaires) had the following agenda:

- a) Registration of Participants
- b) Opening of Workshop
- c) Brief Introduction of School Mapping and Micro-Planning
- d) Explanation of Village/Mitaa Leaders' Questionnaires
- e) Conducting Question and Answer Session
- f) Closing

Copies of a completed Village Leaders' Questionnaire were distributed to the participants as training materials.

### **(3) Most Commonly Discussed Issues**

Some of the most commonly discussed issues were as follows:

Q: How can two person (a VEO/mitaa leader and a teacher who assist him/her) per village/mitaa register all children between the ages of 7 - 13 in large and scattered villages?

A: Additional data collectors must be utilized and paid for by the district.

Q: What are the difference between Buildings 1-5 on page H-4 and the number of teacher houses in the Headteachers' Questionnaire?

A: Each building may have more than one teachers' house or apartment.

Q: How does one estimate/calculate the area of land of a school that has not been surveyed?

A: A tape measure or meter rule may be used to measure the area dimensions.

#### **3.2.4 Data Collection**

##### **(1) Participants**

Headteachers, Village Executive Officers (VEOs), mitaa leaders, and teachers were the main data collectors. In some large rural wards, vitongoji leaders participated as data collectors.<sup>13</sup>

##### **(2) Process and Method**

Data collection started between the 15<sup>th</sup> and 19<sup>th</sup> of October and was completed between the 26<sup>th</sup> of October and the 2<sup>nd</sup> of November. Data was collected using the Headteachers' Questionnaires, Village/Mitaa Leaders' Questionnaires, and notebooks to register all 7-13 year-old children. VEOs/Mitaa Leaders, teachers, and sometimes vitongoji leaders visited each household in the community to register all 7-13 year-old children, and record the status of their schooling (enrolled/not enrolled) as well as the reason for not going to school. These records were used to fill certain items such as the number of enrolled pupils and the reason for not going to school in the Village/Mitaa Leaders' Questionnaires. Village/Mitaa Leaders' Questionnaires were filled out by Village Executive Officers (VEOs)/Mitaa Leaders, and teachers, then submitted to the ward office for verification. Headteachers' Questionnaires were filled out by the headteachers themselves. In completing these questionnaires, the headteachers used his/her own records for reference and interviewed teachers, pupils, and sometimes members of school committees. Completed Headteachers' Questionnaires were also submitted to the ward office for verification. WECs and WEOs checked if the submitted questionnaires were appropriately completed, then submitted them to the District Technical Committee for one last check before DEO and the facilitators approved each questionnaire.

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<sup>13</sup> The term vitongoji is meant to represent a sub-village.

### **3.2.5 Data Consolidation and Writing of School Mapping Report**

All completed questionnaires were sent to the office of the consulting firm. Data entry clerks entered the data into computers using the data analysis software developed by the JICA Study Team under the supervision of the data analysis engineer. The inputted raw data was then analysed by the software, and final data tables were produced. The facilitator received the data tables and authored the School Mapping Report. Data entry of questionnaires from the sixteen (16) districts took approximately three weeks and report writing took another one week.

Though it was not obligation, ward officers may have consolidated the basic data by themselves using the data consolidation sheet provided during the Training Workshop at District. The distributed data consolidation sheet was to consolidate only key basic education indicators, including GER, NER, Repetition Rate, Dropout Rate and Completion Rate. District officers, WECs and WEOs were trained how to consolidate those data during the Training Workshop at District.

### **3.2.6 Micro-Planning Training Workshop**

#### **(1) Agenda**

The Micro-Planning Training Workshop was aimed at training the district officers and the facilitators on the micro-planning methodology that will be used in the actual Micro-Planning Workshops. In other words, the Micro-Planning Training Workshops aimed to build and improve the planning capacity at the district level. The Training Workshop was held over a period of ten (10) days between the 19<sup>th</sup> and 30<sup>th</sup> of October 2001 at the Conference Hall of the National Examination Council of Tanzania in Mwenge Area along Ali Hassan Mwinyi Road in Dar es Salaam near the National Television Station. Table 3.1 shows the timetable for the workshop.

#### **(2) Participants**

Two officers (the DEO and DPO, or their anointed representatives) and the facilitator from each of the 16 target districts participated in the Micro-Planning Training Workshop as trainees, as they would be core members of the actual Micro-Planning Workshops in their districts. Trainers were from the JICA Study Team. Some officers from MoEC also participated in the Training Workshop as assistant trainers, as they would be monitors during Micro-Planning Workshop at the districts.

All trainees were able to grasp the methodology in the Training Workshop. In the end, micro-planning certificates were presented to all the trainees after the workshop.



**Table 3.1 Timetable for Training Workshop for Micro-Planning**

| 2001.11.19. (MON.) |   | 11.20. (TUE.) |  | 11.21. (WED.) |  | 11.22. (THU.) |   | 11.23. (FRI.) |   |
|--------------------|---|---------------|--|---------------|--|---------------|---|---------------|---|
| Time               | Activity  | Time          | Activity                                     | Time          | Activity                                 | Time          | Activity  | Time          | Activity  |
| 9:00               | Registration  | 8:30          | Participation Analysis (Practice)            | 8:30          | Problem Analysis (Practice)              | 8:30          | Micro-plan Matrix (Theory)  | 8:30          | Micro-plan Matrix: Programme Purpose, Outputs and Activities (Practice) |
| 9:30               | Self-Introduction   | 10:00         | Group Presentation of Participation Analysis | 10:00         | Group Presentation of Problem Analysis   | 9:00          | Micro-plan Matrix: Programme Purpose, Outputs and Activities (Practice) |               |   |
| 10:30              | Tea Break   | 10:30         | Tea Break                                    | 10:30         | Tea Break                                | 10:30         | Tea Break   | 10:30         | Tea Break   |
| 11:00              | Official Opening by the Director of Policy and Planning, MoEC     | 11:00         | Problem Analysis (Theory)                    | 11:00         | Objective Analysis (Theory)              | 11:00         | Micro-plan Matrix: Programme Purpose, Outputs and Activities (Practice) | 11:00         | Micro-plan Matrix: Programme Purpose, Outputs and Activities (Practice) |
| 11:30              | Introduction of the Micro-Planning: Workshop and National Target. | 11:30         | Problem Analysis (Practice)                  | 11:30         | Objective Analysis (Practice)            |               |   |               |   |
| 12:30              | Main Steps of Micro-Planning                                      |               |  |               |  |               |   |               |   |
|                    | Lunch   |               | Lunch  |               | Lunch                                    |               | Lunch   |               | Lunch   |
| 14:00              | Participation Analysis (Theory)                                   | 14:00         | Problem Analysis (Practice)                  | 14:00         | Objective Analysis (Practice)            | 14:00         | Micro-plan Matrix: Programme Purpose, Outputs and Activities (Practice) | 14:00         | Micro-plan Matrix: Programme Purpose, Outputs and Activities (Practice) |
| 14:30              |   | 14:30         |  |               | 14:30                                    |               |   | 14:30         |   |
| 15:00              | Participation Analysis (Practice)                                 |               |  | 16:00         | Group Presentation of Objective Analysis |               |   | 16:00         | Group Presentation of Programme Purpose, Outputs and Activities         |
| 16:30              |   | 16:30         |  | 16:30         |  | 16:30         |   | 16:30         |   |

| 2001.11.26. (MON.) |   | 11.27. (TUE.) |   | 11.28. (WED.) |   | 11.29. (THU.) |                                       | 11.30. (FRI.) |   |
|--------------------|---|---------------|---|---------------|---|---------------|---------------------------------------|---------------|---|
| Time               | Activity  | Time          | Activity                                | Time          | Activity                                | Time          | Activity                              | Time          | Activity  |
| 8:30               | Resource Identification (Theory)  | 8:30          | Verifiable Indicators (Theory)          | 8:30          | Plan of Operation (Theory)              | 8:30          | Annual Action Plan (Theory)           | 8:30          | Monitoring Plan (Theory)                                |
| 9:00               | Resource Identification (Practice)  | 9:00          | Verifiable Indicators (Practice)        | 9:00          | Plan of Operation (Practice)            | 9:00          | Annual Action Plan (Practice)         | 9:00          | Monitoring Plan (Practice)                              |
| 10:30              | Tea Break   | 10:30         | Tea Break                               | 10:30         | Tea Break                               | 10:30         | Tea Break                             | 10:30         | Tea Break   |
| 11:00              | Resource Identification (Practice)  | 11:00         | Verifiable Indicators (Practice)        | 11:00         | Plan of Operation (Practice)            | 11:00         | Annual Action Plan (Practice)         | 11:00         | Monitoring Plan (Practice)                              |
|                    |   | 13:30         | Group Presentation of Indicators        |               |   |               |                                       | 12:30         | Group Presentation of Monitoring Plan                   |
| 14:00              | Lunch   | 14:00         | Lunch                                   | 14:00         | Lunch                                   | 14:00         | Lunch                                 | 14:00         | Lunch   |
| 14:30              | Resource Identification (Practice)<br>Group Presentation of Resource Identification | 14:30         | Completion of Micro-plan Matrix         | 14:30         | Plan of Operation (Practice)            | 14:30         | Annual Action Plan (Practice)         | 14:30         | Notes for Actual Micro-Planning for the districts       |
| 16:00              | Group Presentation of Resource Identification                                       | 16:00         | Group Presentation of Micro-plan Matrix | 16:00         | Group Presentation of Plan of Operation | 16:00         | Group Presentation of Monitoring Plan | 16:00         | Official Closing by the Director of Policy and Planning |
| 16:30              |   | 16:30         |   | 16:30         |   | 16:30         |                                       | 16:30         |   |

### **(3) Method of Training**

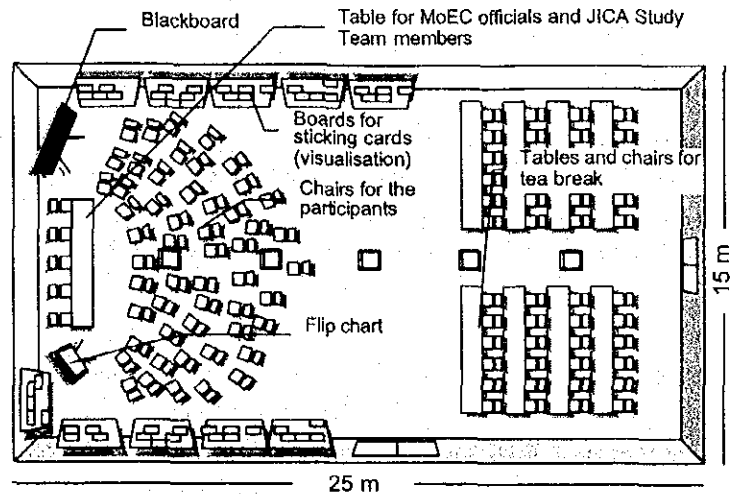
At the beginning of the workshop, the JICA Study Team distributed copies of the Micro-Planning Handbook (Appendix 7) to all trainees; the training was conducted adhering to the handbook.

According to the Handbook, micro-planning activities are comprised of two analysis stages (Preparation and Problem Analysis), and four planning stages (Programme Formulation, Plan of Operation, Annual Action Plan and Monitoring Plan). The participants were trained on how to conduct each activity in due order.

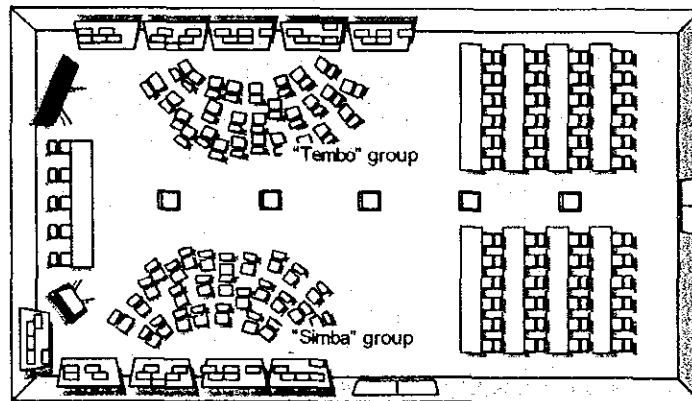
The training in each of the above stages was divided into a "Theory" and a "Practice" part (see Table 3.1). In the "Theory" part, the JICA Study Team and MoEC staff explained to trainees how to conduct each activity following the Handbook. Then, in the "Practice" part, the trainees applied the methods they learned at the "Theory" part to the practice of micro-planning. The trainees were divided into two sub-groups for the practice, named "Simba" (Lion) and "Tembo" (Elephant). Each group formulated a micro-plan through active discussions between group members.

In practice, trainees followed general rules and methods for the workshop stated on pp.1-5 of the Micro-Planning Handbook. The Micro-Planning Workshop was to be presided over by a moderator, a professional chairperson to coordinate, lead, and promote discussion. Therefore, members of the JICA Study Team and MoEC staff acted as moderators of the discussion for the sub-groups at the beginning of the practice. In the latter stages of the practice, several trainees, who displayed a keen understanding of how to promote discussion, acted as moderators. The discussion was also presented by using cards whenever the participants expressed their opinions and comments.

The sitting arrangement was in a classroom-like arrangement during the introduction and the "Theory" parts of the training. The members of the JICA Study Team and MoEC staff were at the front of the room as if there were lecturers, while participants sat in chairs facing the "lecturers" as if they were students. During the "Practice" parts, the participants of each group sat closer to the front of the blackboards (bulletin boards) to write down the results of the discussion on the paper and place them on the blackboards. Tables were not situated in front of the participants and put aside at the rear of the conference hall, because the shorter distance between participants would be more favourable for active discussion. Furthermore, sitting arrangements changed flexibly, when participants were divided into groups and sub-groups.



Sitting arrangement during the "Theory" Parts



Sitting arrangement during the "Practice" Parts

**Figure 3.2 Arrangements of Facilities for the Micro-Planning Training Workshop**

In order to make the training realistic and practical in the "Practice" portion, the basic education issues in Bukoba District were used as a model case. The School Mapping Report for Bukoba District, which was produced in Phase II, was distributed to the trainees. Based on the information in the report concerning strengths and weaknesses in basic education in Bukoba District, each group formulated a fictional micro-plan for basic education in the Bukoba District

At the end of the workshop, both groups successfully completed their micro-plans for Bukoba District. The results indicated that the participants had obtained sufficient capacity to conduct Micro-Planning Workshops in their districts.

### **3.2.7 Information Sharing Seminar**

#### **(1) Preparation**

District offices have sent invitation letters to the participants approximately one week before the seminar. The facilitators subsequently arrived at the district one or two days before the seminar. After arrival, the facilitators together with the DEOs, finalised their preparations by preparing for allowances, adjusting draft timetables, and confirming the seminar hall.

#### **(2) Participants**

Participants included those that were involved in the Sensitisation Seminar and the Training Workshop at District at the start of the exercise. They included the District Commissioner, District Executive Director (DED), members of District Technical Committee, all Councillors, all Ward Education Coordinators (WECs) and all Ward Executive Officers (WEOs) in the district.

#### **(3) Agenda**

The seminar was held between the 10<sup>th</sup> and 11<sup>th</sup> of December. After a series of opening activities for the seminar, the facilitator presented the results of school mapping followed by a discussion among participants. Then the participants presented the results of their discussion. The model of the agenda is as follows:

- a) Registration of Participants
- b) Election of Chairperson and Secretary
- c) Opening of Seminar by Guest of Honour
- d) Introduction by DEO
- e) Presentation of Draft School Mapping Report by the Facilitator
- f) Group Discussions
- g) Presentation of Group Discussion Results
- h) Closing of Seminar

Summaries of the Draft School Mapping Reports (including data tables) were distributed to the participants.

#### **(4) Most Commonly Discussed Issues**

Some of the common issues that were brought up include the following:

- It was revealed that a shortage of classrooms, staff houses, and toilets exists. CPR, HTR and TPR were alarmed in many districts.
- A shortage of teaching/learning materials, especially textbooks, was quite alarming in some wards and districts.

- The Study found that there was a shortage of desks and cupboards in almost all districts.

### **3.2.8 Micro-Planning Workshop**

#### **(1) Agenda**

After the Micro-Planning Training Workshop, the trained district officers and facilitators returned to their districts and conducted actual Micro-Planning Workshops. All the workshops were scheduled for ten (10) days to allow all activities of micro-planning to be completed. The workshops were generally held at either Teachers Resource Centres, primary/secondary schools, or other related facilities. DEOs, DPOs, and facilitators set timetables for the workshops, referring to the timetable of the Micro-Planning Training Workshop.

#### **(2) Participants and Method of the Workshop**

During the Micro-Planning Training Workshop, MoEC instructed the districts to invite at the very least, the following participants for the Micro-Planning Workshop:

- Seven (7) members of the District Technical Committee (DEO, DPO, District Engineer, Academic Officer, School Inspector, Adult Education Officer, Logistics and Statistics Officer)
- Ten (10) WECs (from the Wards with the highest and lowest GER, Completion Rate, CPR, TPR and School Income per Pupils)
- Five (5) persons considered to be important stakeholders in basic education
- Facilitator

The districts generally followed these instructions and invited the above participants. For the “five (5) persons considered to be important stakeholders in basic education”, the districts invited headteachers, WEOs, teachers, coordinators of Teachers Training Centre, VEOs, village chairpersons, and councillors, etc. in order to grasp problems perceived by various stakeholders.

The MoEC also advised the districts to assign DPOs as the moderators, the facilitators as recorders of the proceedings, and DEOs as ordinary participants that can actively express ideas and opinions in the discussion. The advice was followed when all three trained individuals attended the workshop, although the trained people assisted one another in the moderation exercise whenever it was deemed necessary to do so.

The discussion during the workshop was coordinated and promoted by the moderator, who took turns in guiding the participants through the planned activities as per the Micro-Planning Handbook. A Draft School Mapping Report for each district was circulated to the participants during the workshop, which provided necessary information for micro-planning. Each workshop

activity was carried out in a single group made up of all the participants. Sometimes participants formed their own smaller sub-groups to discuss issues assigned to them.

### **3.2.9 Writing of Micro-Planning Report**

After completing the Micro-Planning Workshop, Micro-Planning Reports were produced to record the results and proceedings of the workshops. Summaries of the Micro-Planning Reports from the 33 districts including the 16 districts in Phase III are described in Volume II of the Final Report.

**CHAPTER 4:**  
**EVALUATION OF SCHOOL MAPPING AND**  
**MICRO-PLANNING**



## 4. EVALUATION OF SCHOOL MAPPING AND MICRO-PLANNING

### 4.1 Evaluation of School Mapping and Micro-Planning in Phase III

#### 4.1.1 Effectiveness of Training Workshops at the Districts in Phase III

JICA made questionnaires to measure how the training workshop at the district effectively worked to raise the participants' level of understanding on basic education indicators. The same types of questionnaires with slight differences were distributed to the participants in Bukoba Town and Pangani District before and after the training workshop at the districts. The numbers of participants included 41 (DED, 16 district officers, and 24 ward officers) at Bukoba Town, and 31 (DED, 10 district officers and 20 ward officers) at Pangani District. The instruction was made to distribute questionnaires only to 10 district officers who are the members of District Technical Team. Therefore the result of Bukoba Town is from the District Technical Team. However, in the case of Pangani District, 25 and 29 participants, respectively had answered the questionnaires before and after the training (Their positions are unknown).

The questionnaires had seven problems worth one point each. The average score is shown in Table 4.1. The table shows that the level of understanding has improved in both districts, though there is a significant gap in the level of understanding between the two districts.

**Table 4.1 Average Points of the Questionnaires to District Officers**

|                  | Before     | After      |
|------------------|------------|------------|
| Bukoba Town      | 3.9 points | 4.8 points |
| Pangani District | 1.5 points | 3.3 points |

The percentage of correct answers is shown in Table 4.2, showing which indicator is relatively difficult or easy for respondents to comprehend. According to the results from Bukoba Town, NER is found to be most difficult to understand, both before and after the training. For the Pangani District, GER is found to be the most difficult to understand before the training. After training however, NER and the Dropout Rate are found to be the most difficult to understand after the training.

**Table 4.2 Percentages of Correct Answers for Educational Indicators**

| Problem Items            | Bukoba Town |       | Pangani District |       |
|--------------------------|-------------|-------|------------------|-------|
|                          | Before      | After | Before           | After |
| NER                      | 0 %         | 50 %  | 24 %             | 34 %  |
| GER                      | 10 %        | 80 %  | 8 %              | 48 %  |
| Dropout Rate             | 80 %        | 80 %  | 16 %             | 34 %  |
| Repetition Rate          | 40 %        | 50 %  | 12 %             | 58 %  |
| Teacher Pupils Ratio (1) | 80 %        | 80 %  | 36 %             | 58 %  |
| Classroom Pupils Ratio   | 40 %        | 80 %  | 36 %             | 58 %  |
| Teacher Pupils Ratio (2) | 100 %       | 60 %  | 20 %             | 45 %  |

#### **4.1.2 Process of School Mapping in Phase III**

The school mapping fieldwork in the Phase III was evaluated in a meeting commenced right after the completion of school mapping activities, based on monitoring carried out by the TCM and the JICA Study Team. The districts visited were as follows: Pangani, Mwanga, Rombo, Karatu, Mbulu, Muleba, Bukoba Urban, Sumbawanga Urban, Nzega, Bukombe, Njombe, and Singida Urban.<sup>14</sup> These districts were visited by five (5) MoEC staffs and two (2) members from the JICA Study Team, being divided into six (6) groups. Besides the attendance, they monitored the activities from two points of view: administrative issues (financial matters, scheduling, logistical issues, etc.) and technical issues. The seminars/workshops were well attended in all districts monitored. Furthermore, there were no serious problems brought up throughout the process. Issues noted in the evaluation meeting are summarised as follows:

##### **(1) Administrative Issues:**

- Participants in some districts claimed the right to be paid a greater allowance than previously defined. These participants were eventually able to reach agreement.<sup>15</sup>
- The budget for school mapping in each district was calculated based on the number of schools, villages/mitaa, and wards as indicated by the districts themselves. However, some districts mistakenly gave erroneous figures, thus making the allocated budget inadequate to cover the amount owed for the predefined participant allowances. In such cases, the district adjusted the unit cost of the allowance to enable it to cover all participants.<sup>16</sup>
- DED was not very aware of the school mapping activities before the sensitisation seminar, however they as well as other officers became very enthusiastic after the sensitisation seminar.<sup>17</sup>
- The performance of facilitators in relating the study objectives varied greatly depending on each facilitator. Therefore it was necessary to strengthen policy aspects in the training of facilitators
- The collection of a development levy had been carried out. However, DED decided to suspend the collection until school mapping fieldwork was completed, since the people in the community might attempt to avoid the data collector.<sup>18</sup>

<sup>14</sup> See Appendix 8 for the memorandum of the evaluation meeting.

<sup>15</sup> For example in Bukombe, District Officers claimed the right to be paid Tsh.3,000 for their lunch allowance during the seminar instead of Tsh.2,000. The DEO was able to convince them to stick to the original budget allocation.

<sup>16</sup> Sumbawanga Urban was one of these areas noted.

<sup>17</sup> Rombo was one of these areas noted.

<sup>18</sup> Sumbawanga Urban was one of these areas noted.

**(2) Technical Issues:**

- A mistake in the Village Leader's Questionnaires (Page V-1) was found. The phrase "older than 14 years old" was changed to "older or equal to 14 years old".
- Exercises performed during the training at the districts, to calculate basic education indicators using the consolidation sheets and sample questionnaires, were very fruitful.
- In many districts, schools lacked information on the number of pupils who passed their Std. 7 Exam. Thus, headteachers had to obtain this information from the District Education Office to complete the questionnaires. During the evaluation meeting, it was agreed that the districts needed to relay the exam results to the schools.
- During the monitoring in Njombe, monitors from the MoEC/JICA Study Team found many mistakes in the Village Leaders Questionnaires. The mistakes were found in the raw data for calculating NER and GER (Page V-1 of the Village Leader's Questionnaires.). Measures to rectify these mistakes were taken immediately; a warning on this matter was sent to facilitators in other districts. As a result, fewer mistakes were found in the questionnaires collected from the 16 districts after the fieldwork.

**4.1.3 Process of Micro-Planning in Phase III**

MoEC dispatched four (4) monitoring staff (mainly from the Department of Policy and Planning) to Micro-Planning Workshops in four (4) districts (Kigoma Town, Njombe District, Bukombe District and Maswa District). Two (2) members of the JICA Study Team also joined the monitoring of Njombe, and that of Bukombe and Maswa respectively. The monitoring staff also contributed to the discussion in the workshops as observers, as well as monitored the workshops from the following viewpoints:

- Number of participants;
- Amount of allowance paid to each participant;
- Name, position, and attendance of each participant;
- How and by whom the budget for the Micro-Planning Workshop was planned;
- When and how the stages of micro-planning (Participation Analysis, Problem Analysis, Objective Analysis, Micro-Plan Matrix, Resource Identification, Plan of Operation and Annual Action Plan) were conducted in the workshop;
- The person who took notes during the workshop;
- The person who moderated the workshop; and
- Various other issues.

In the 16 districts targeted for the Phase III of the Study, management of the workshop was quite appropriate in that they were able to properly follow micro-planning procedures in general. Noticeable issues and observed findings from the exercise are as follows:

**(1) Time Allocated for the Workshop**

In the Phase II Study, the time allocated to the micro-plan workshop was five (5) days, which was found to be too short. These exercises were the first encounter with micro-planning exercises for most of the participants. Some districts even failed to complete some planned items in the micro-planning within the five (5) days allotted. Participants needed more time to get accustomed to and to put the micro-planning theories into actual practice.<sup>19</sup> Furthermore, they needed more time to appreciate and to understand the results of school mapping for their district, so that they could fully utilise the results to elaborate their micro-plan. Many facilitators and monitors from MoEC recommended that the duration of the Micro-Planning Workshop be extended.

According to the recommendation, ten days should be allocated for the workshop in Phase III. While 12 districts spent the entire ten days for the workshop, two (2) districts (Karatu and Mbulu) spent 11 days. One district (Mwanga) spent just eight (8) days, while another district (Rombo) spent just six (6) days for the workshop. Though some districts faced time shortages, ten days seemed an appropriate time period for completion of the micro-plan.

**(2) Participation**

The number of participants at the workshop and their respective positions seem appropriate enough to involve various additional stakeholders concerned with basic education in the target district. This is of course under the stipulation of budget limitations and a manageable number of participants so as not to disrupt the workshop.

Districts generally invited participants, adhering to the instructions of MoEC. Although MoEC was instructed to invite ten WECs from the wards with the highest/lowest GER, Completion Rate, CPR, TPR and School Income per Pupils figures. (Some districts with fewer than 20 wards invited WECs from almost all wards.) This was an appropriate arrangement to provide all wards with equal opportunities to express their opinions.

During Micro-Planning Workshops in many districts, DEOs were absent for several days as they had to attend the selection of Std. 7 pupils transferred to Form I based on the examination result, which incidentally coincided with the workshops

**(3) Venues and Materials**

In the Phase II, some districts utilized venues in or around their main district council offices for the workshop. Such arrangements sometimes caused difficulties with micro-planning, as the

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<sup>19</sup> At some workshops in the 2<sup>nd</sup> year, particularly the Problem Analysis Workshop, more time was either actually spent on the workshop or needed in order to complete the scheduled activities than planned. The primary cause of this was the difficulty that participants had in understanding the Problem Analysis theory.

district officers participating in the workshop were interrupted by their daily work or other meetings.

Following the lessons learned from the Phase II, MoEC recommended that districts hold workshops far away from their head offices to avoid frequent interruptions. Most of the districts adhered to the recommendation and there were no such problems.

Concerning the materials necessary for the workshop, some districts faced a shortage of cards to visualise the opinions of participants (See Page 2 of Appendix 7), as MoEC was to provide these to each district. However even in such cases, the districts produced similar cards by themselves and were thus able to properly complete the Micro-Planning.

Although the JICA Study Team advised the districts to prepare the boards, some districts failed to prepare the boards as no materials could be found to use as boards. In such cases, districts used the walls of the venues to attach cards, however the wall space was often insufficient to permit detailed discussions.

In Phase III, a Swahili version of the improved Micro-Planning Handbook was prepared. The Swahili version was useful when participants, unable to speak English, learned how to conduct Micro-Planning. Many facilitators however, reported that some parts of the translation, especially technical terms in the Swahili handbook, were inappropriate and in need of revision.

#### **(4) Others**

During the weeks when the Micro-Planning Workshops were scheduled, there were two national holidays celebrating "Idd-el Fitri", a Muslim festival after fasting. In some districts, these holidays interrupted the workshop, as most participants were Muslim. In other districts, workshops were still held on the holidays, as they had fewer Muslim participants. As a result, the completion dates of workshops in the districts were not uniform.

## 4.2 Overall Evaluation of School Mapping and Micro-Planning : Phase I-III

### 4.2.1 Cost Effectiveness of Capacity Building through School Mapping and Micro-Planning

As stated in Section 1.2, this Study tried to strengthen the institutional capacity of targeted local authorities in educational administration through active participation of various levels of stakeholders in the Study. The total number of stakeholders that participated in the Study from Phase I to III was around 13,908.<sup>20</sup> The breakdown is as follows. (see A3-1 of Appendix 3 for the breakdown by district)

| Name of Position                                  | No. of Participants |
|---|---------------------|
| District Officers                                 | 330                 |
| Councillors                                       | 693                 |
| Ward Level Officers (WECs/WEOs)                   | 1,386               |
| Headteachers                                      | 2,941               |
| VEO/mtaa leaders                                  | 4,279               |
| Assistant VEO/mtaa leaders<br>(ordinary teachers) | 4,279               |
| <b>TOTAL</b>                                      | <b>13,908</b>       |

Though the type of activities and duration that these people participated varied depending on their positions, the total man-days for training of these participants was **26,100 man-days**. (see A3-2 of Appendix 3 for the detail)

The total cost for this Study was JPY 244,892,550 (equivalent to US\$ 1,883,789). Unit costs for one man-day of training in this Study, including the cost for the JICA Study Team, is **US\$72**. If the cost for the JICA Study Team is excluded, the unit cost for one man-day of training is **US\$39** (see A3-3 of Appendix 3). However, training was not the only achievement of this Study, so in precise terms, the unit cost should be less than this amount.

On the other hand, unit cost for one man-day of training in Japan (excluding round trip airfare) is estimated to be **US\$244**<sup>21</sup>.

<sup>20</sup> The exact number should be slightly higher. In some cases, divisional secretaries and councillors of the special seat (seat for women) had also attended the seminar. In another cases, sub-village leaders also participated on data collection activities in large villages.

<sup>21</sup> This estimation is based on the following formula..

#### **4.2.2 Ownership and Capacity Building**

##### **(1) Ownership by MoEC**

Regarding the sense of ownership by MoEC, it may be evaluated from two aspects: a managerial and a technical aspect.

- **Ownership on Managerial Matters**

When the Study started in 1999, MoEC was hardly involved in the process of the Study, due to the time constraints JICA had. Therefore, MoEC was not given the ownership in either administrative or technical aspects. Learning from this experience, JICA took enough time to discuss with MoEC on how to carry out the Study in Phase II and III. MoEC and JICA shared the information and discussed as much as possible the selection of consultants and the budgeting for school mapping and micro-planning. As a result, MoEC holds a better sense of the ownership of the Study at the end, especially in terms of management.

- **Ownership on Technical Matters**

Regarding technical aspects, MoEC was not fully involved in the development of the methodology for school mapping and micro-planning. Though UNICEF finally supported MoEC to hold the four-day workshop to improve school mapping methodology in 2000, and a three-day workshop to develop micro-planning methodology in 2000, no MoEC staff were specifically engaged only in school mapping and micro-planning as the JICA Study Team does. Consequently, the JICA Study Team took a leading role in methodology development. However, it depends on the definition of ownership if this involvement in technical matters is sufficient or not.

##### **(2) Ownership and Capacity Building of the Districts**

It is difficult to assess districts in terms of their institutional capacities. The capacity can be evaluated from many aspects, which includes quality of micro-plans formulated in this Study, capacity in education information management, usage of the budget allocated, proper preparation of meetings/workshops, and participation of important stakeholders in meetings/workshops. The sense of ownership and capacity building in the districts is evaluated by focusing on three aspects: education information management, micro-planning, and financial management.

- **Education Information Management**

As explained in Chapter 4, in two of the districts evaluated, district officers improved their capacity in understanding basic education indicators after participating in the training workshop. It is expected that district officers in other districts also improved their understanding of basic

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$$(1/30) \times 0.95 \times (1 \text{ million Yen}) / \text{exchange rate of (JP¥130 to US\$1)}$$

education indicators. However, the capacity still needs to be raised in order for districts to consolidate the collected data by themselves, without making mistakes. In the developed methodology for MoEC/JICA school mapping, all the collected data is consolidated using the computer at the central level. However, it is ideal for each district to be equipped with the capacity to consolidate the data by itself in the future. It can be realised by introducing computers into districts (with appropriate training), and training districts officers better on basic education indicators.

- **Micro-Planning**

The Study Team did not prepare a mechanism to objectively measure the improvement in the capacity of district officers to formulate micro-plans or plans in general. However through the Micro-Planning Training Workshop and the actual Micro-Planning Workshops in the districts, officers have had 10-20 days of actual micro-planning experience. Therefore, it is assumed that the capacity of the officers to create micro-plans and other plans as well, have in general further improved.

In the Dissemination Seminars in Phase II and III, district officers from the target districts made presentations on the results of school mapping and micro-planning.<sup>22</sup> In addition to presenting these subjects, the officers answered the questions from participants regarding micro-plans as well as plans of 'their own'. The participants considered the officers' presentation/opinion of the micro-plans as indicators of their ownership of them.

- **Financial Management**

From the budget submitted by the districts for school mapping and micro-planning before this Study, and the Fund Utilisation Report submitted by the districts, financial management capacity can be evaluated. For the Study in Phase II and III, MoEC and JICA requested that target districts submit the budget estimation for carrying out school mapping and micro-planning at their districts at least three months before the start of the Study. However, only a few districts in both phases submitted their budget estimation. This request was made either by fax/letter. The reason for not submitting is still unknown. Thus, it may be necessary to meet DEOs personally in order to obtain their own budget estimation.

Every district was responsible for submitting Fund Utilisation Reports to the consulting firm for two times in the Phase III. In a meeting with DEOs before the start of the Study, MoEC and JICA explained how the fund utilisation reports were to be submitted, and agreed upon the deadline for submission with DEOs. However, only a few districts out of the 16 had submitted the reports by the deadline. As for the two districts that had not submitted the report by two

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<sup>22</sup> The Dissemination Seminars of the Phase II and 3<sup>rd</sup> Phase were held on December, 2000 and 16<sup>th</sup> January, 2002 respectively. Officers of MoEC, officers from other ministries, representatives of international development partners, as well as officers of the JICA Tanzania Office participated in the seminars among others.



month after all activities had been completed, MoEC officials had to travel there to get the reports. It is assumed that these problems occurred since responsible people were transferred or were sick. As for the preciseness of the Fund Utilisation Report submitted, it varies depending on the district. Sometimes calculation mistakes in summing up figures were found. Only one report showed the exact amount of funds disbursed, while the other reports showed amount that exceeded or fell below the amount disbursed. *The districts need to greatly improve financial management capacity and commitment to proper financial management.*

The new financial system for primary education under PEDP will be introduced throughout the country soon. District officers should understand the new system and their own roles within it. However, the monitors from MoEC/JICA Study Team have found during micro-planning that some district officers were not well-informed of the new system. Officers themselves though, were ready to initiate activities related to PEDP and were waiting for instructions from the central government.

#### **4.2.3 Coordination with Other Development Partners**

The MoEC/JICA school mapping and micro-planning was started based on the methodology developed by MoEC/UNICEF school mapping. During the three years, the methodology of MoEC/JICA school mapping has greatly improved keeping its consistency with MoEC/UNICEF school mapping. MoEC, JICA, and UNICEF also had four-days workshop in order to maintain certain level of uniformity in school mapping methodology. As for micro-planning, MoEC, JICA and UNICEF collaborated to develop a micro-planning methodology from the beginning, since UNICEF had not yet started micro-planning when JICA started its support. Collaboration by three actors was successful, with MoEC holding ownership, UNICE being the catalyst, and JICA providing the technical support.

In Phase III, CIDA financially supported the school mapping and micro-planning in Arumeru District and Moshi District. Though the administrative procedure increased in order to divide the budget and to make sure the funds reach on schedule, the exchange of opinions held would be another input for the future study.

The Education Facility Grant (EFG) scheme started by DFID has been developed into a Development Grant (DG)<sup>23</sup> scheme by MoEC, and will be used for the realization of some micro-plan formulated in the Study. MoEC made use of the results of school mapping in order to construct 30 primary school facilities in three districts (Kahama District, Shinyanga District, and Shinyanga Municipality). The school facilities will be constructed using the counterpart fund of Japanese Government, as well as DG scheme.

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<sup>23</sup> This is not the name of fund, but the name of the scheme, through that the fund would be adequately utilised to construct school facilities.

During the three-year study in school mapping and micro-planning, JICA held two Dissemination Seminars on the same study for other development partners. Though many development partners attended the first seminar held in 2000, few have attended the second one. It is necessary to stress the role and importance of the study in the context of development policy in Tanzania, to other development partners.

#### **4.2.4 Management**

Managerial issues have seriously affected smooth implementation of the Study. The main issues of concern were how the consultants was to be selected and how the activities carried out in the districts were to be financed.

##### **(1) Selection of Consultants**

In carrying out school mapping and micro-planning, UNICEF sets the remuneration and other necessary costs beforehand and employs individual consultants as facilitators. However, in the case of JICA, it is difficult to directly employ individual consultants, since JICA needs to go through a bidding process in order to contract either consulting firm or individual consultants, despite the fact that facilitators need to be selected based on their capacity and qualification, not on the price of remuneration.

Therefore in Phase II and III, JICA conducted bidding with consulting firms, setting the price of remuneration for facilitators and some other personnel beforehand.<sup>24</sup> Then, JICA contracted the winning consulting firm, under which individual consultants were hired as facilitators. As the consulting firm takes a managerial role in this modality, the managerial capacity of the consulting firm is a critical factor for successful implementation.

##### **(2) Funds for the Activities in the Districts**

As many officers in the district, ward, village, and school participated in the Study, a large part of the total cost was used for the allowances of participants. The main issue was how these allowances and other miscellaneous costs in the districts such as stationery, photocopies, and fuel for monitoring were to be administered. In the case of UNICEF, the necessary amount agreed upon between the district and UNICEF was sent to the district education office directly from UNICEF and was administered by the district. In the JICA Study, a pre-agreed amount of funds was sent to the district education office through the consulting firm.

The districts then administered the funds during the Phase I. However in Phase II, both the facilitator of the consulting firm and the District Education Officer administered the funds. Final responsibility over the administration of the fund was under the consulting firm, since

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<sup>24</sup> In the Phase I, the Study Team did not carry out bidding, since there was only one consulting firm which already had experience in school mapping and met the requirements of the Study Team.

JICA required detailed accounting reports for the funds sent to the districts. This stipulation produced a large and often burdensome workload for facilitators and the consulting firm, discouraging the districts in terms of their sense of ownership of the Study.

To solve problems in the Phase III, funds were administered only by the districts, similar to the case in Phase I. Such an arrangement was also desirable to enhance the district's ownership of the school mapping and micro-planning. On the other hand, after the school mapping and micro-planning exercises, some facilitators reported that funds management by the district resulted in some difficulties for the facilitators in terms of fulfilling their tasks, since they lacked control over how funds were utilised.

#### **4.2.5 Methodology**

##### **(1) Data Collecting Method**

As a tool for data collection in school mapping, questionnaires were distributed to the headteachers of public primary schools and village/mitaa leaders. However, much of the quantitative data requested in the questionnaires for headteachers duplicated data in forms that each public primary school regularly submits. The quantitative data in the Headteachers' Questionnaires could be integrated into other formats that GoT (MoEC or District Education Office) currently distribute and collect regularly rather than being collected in the context of school mapping, in the long run.

If the measures above were adopted, the remaining data would include: (i) the qualitative data concerning out-of-school children; (ii) head counting of the out-of-school children; and (iii) some basic information on the communities. According to the results of qualitative data on out-of-school children, the answers had nearly similar results in every district. Therefore, qualitative data on out-of-school children could be collected only in the selected model area with deeper content, being separated from quantitative data. It is recommended to re-examine the necessity for head counting of out-of-school children, and obtaining some basic information on the communities, taking into account the usage of data, reliability of data collected, and the cost required for these activities.

##### **(2) Micro-Planning Methodology**

The methodology described in the District Micro-Plan Guide and Micro-Planning Handbook has ensured the quality of the micro-plans of the target districts. As described in the evaluation of micro-planning at each district (refer to Volume II), all 33 districts prepared micro-plans that satisfied acceptable standards of comprehensiveness, logic, conciseness, and accountability.

The micro-planning was conducted following the District Micro-Plan Guide (prepared and approved in 2000) and the Micro-Planning Handbook (see Appendix 7). In the District Micro-Plan Guide, the following eight main stages of micro-planning were described:

- Socio-economic Profile of the District
- Education Planning in a Decentralising Policy Context
- Interaction between District and Ward-level Leadership
- Analysis of Present Situation (to derive core problems, their causes/effects and measures/objectives)
- Programme Formulation
- Plan of Operation
- Annual Plan of Action
- Monitoring and Evaluation

The Micro-Planning Handbook also follows the above stages (as shown in page 8 and other parts). In addition to these guidelines provided by the District Micro-Plan Guide and the Micro-Planning Handbook, MoEC was assisted by the Study Team to provide additional methods. The main methods subsequently added include:

- Introduction of Participatory Workshop (including discussion with visualisation to promote participation of various stakeholders) – Source: pp.1-4 of the Handbook
- Reference to National Targets (e.g. National Minimum Standard) in the Micro-plan (to maintain consistency with national targets) – Source: pp.5-6 of the Handbook
- Participation Analysis as a Part of the Problem Analysis (to identify whose problems should be solved) – Source: pp.10-11 of the Handbook
- Elaboration of Problem Tree (to analyse problems and cause-effect relationships among them in detail) – Source: pp.12-15 of the Handbook
- Objective Analysis Based on Development of Objectives Trees (to identify objectives and mean-end relationships among them) – Source: pp.18-19 of the Handbook
- Prioritisation of Outputs (to consider efficient usage of resources for outputs with high priority) – Source: pp.20 of the Handbook
- Methodology of Resource Identification (to make the micro-plan feasible within the limitations of resources available) – Source: pp.25-27 of the Handbook
- Preparation of Indicator Sheet (to identify indicators and their targets in detail) – Source: pp. 32-33 of the Handbook

These additional methods were added during the three (3) years of the Study, to solve the weaknesses observed in the implementation of micro-planning in the target districts. The Study Team concluded that these additional methods were effective in rectifying these weaknesses.

Though the micro-planning methodology has been improved to help districts to prepare comprehensive, concise, logical, and accountable micro-plans, it can be still improved to solve some problems identified as follows.

First, in some Plans of Operation and Annual Action Plans, there are quite a number of activities to be implemented simultaneously. Considering the limited capacity of the districts and the other implementers of the plan, it is questionable whether such plans are feasible. The activities should be implemented in sequence following their priority and urgency, so that the number of activities implemented at the same time are manageable. As described above, the Prioritisation of Outputs indicates priority of Outputs, and the Resource Identification Sheet indicates available resources for the micro-plan. Referring to them more carefully, they could prepare feasible Plans of Operation and Annual Action Plans.

Second, all the *micro-plans prepared in this Study are plans at the district level, thus they could not fully respond to the specific needs of all schools and communities in the districts.* In the Micro-Planning Workshops, nearly half of the participants were representatives of wards (WECs and WEOs), while some were representatives of a few schools and villages (teachers, headteachers and village leaders). However, as the micro-plans were targeted for basic education of a whole district, they do not fully indicate specific targets or activities of individual schools and communities; for example the targeted quantity in the indicators in the micro-plan are usually for district averages. On the other hand, planning and management at levels of administration lower than the district level, such as school and community levels, is becoming more important, because the newly applied Primary Education Development Plan 2002-2006 (PEDP) intends to make school committees prepare school development plans. Therefore, it is necessary to improve the planning capacity at the school and community levels for the improvement of basic education in future. In Chapter 5 (5.1.4), the necessity of coordination between the micro-planning at the district level and school level is discussed.

### **(3) The Moderator and Participants in the Micro-Planning Workshop**

DPOs, DEOs, and facilitators were trained in the Micro-Planning Training Workshop as explained previously. The JICA Study Team advised the districts to assign their DPOs to be the moderators of the Micro-Planning Workshops. The districts followed this advice unless DPOs were absent from the workshop. It is intended that the DPOs, who are in charge of planning at the district levels, could improve their own capacity to utilise the planning methods by acting as the moderators in the actual Micro-Planning Workshops.

However, in some districts, DEOs or facilitators understood micro-planning methods better than DPOs did. In such cases, the workshop could have been more effective and fruitful, if the DEO or facilitator acted as the moderator.

The number and the composition of participants instructed by MoEC and JICA was appropriate in general, although there were still some more factors to be considered. Although the JICA Study Team did not specify who was to participate from the district offices, the District Engineer and the District Community Development Officer seemed to be indispensable participants for the workshop. A District Engineer was necessary when the plan concerning construction/rehabilitation of school facilities was discussed. A District Community Development Officer could provide information on the local communities, which are deeply related to basic education, i.e. issues concerning out-of-school children.

Regarding to the participants, some facilitators and monitors from MoEC pointed out that there were no participants from rural areas in the workshops of some districts, even though such participants could have provided important information. For similar reasons, the School Inspector and the Chairman of the School Committee were also recommended as essential participants. One of the monitors from MoEC also recommended inviting two (2) headteachers from the schools sustaining the best and worst performances.

#### **(4) Language used in Micro-Planning Workshop**

Although the Micro-Planning Handbook was written in English<sup>25</sup> and the Training Workshop was also conducted in English, Micro-Planning Workshops in some districts were conducted in Swahili. This was good for some participants, as they could actively participate in the discussion by speaking in Swahili.

The extent of Swahili usage in the workshop varies depending on the districts. In some districts, participants used Swahili at first for brainstorming, and then wrote the result on the cards in English. When the members of the JICA Study Team visited the workshops in some districts, both the discussion and writing portions were conducted in English. In other districts, both discussion and writing portions were conducted in Swahili. In such cases, the translation from Swahili to English to produce the Micro-Planning Reports was sometimes too taxing for the facilitators, and mistakes sometimes occurred in the translation.

Some standards should be required for the usage of Swahili in the workshop, while consideration should also be given on how to promote active participation in the discussions and how to avoid erroneous translations.

#### **(5) Report in Swahili Version**

The School Mapping Report and Micro-Planning Report were produced only in English, though it is ideal to have Swahili version of the reports. It is not feasible to develop reports in Swahili

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<sup>25</sup> In Phase III, Swahili version of Micro-Planning Handbook was produced and distributed to facilitators before the starting the actual Micro-Planning Workshop at Districts.

version at this moment due to time constraints and costs. However, it is recommended to develop reports in Swahili when school mapping and micro-planning are fully carried out by GoT in the future.

#### **4.2.6 Impact of School Mapping and Micro-Planning**

The main objective of the Study was to strengthen the institutional capacity of targeted local authorities. At the start of each phase, participants from the districts considered the task required for school mapping and micro-planning as simply additional work without knowing the importance of such works. However, as the Study went progressed, they realised that the logical planning methods in the Study could be utilised to develop district plans. According to the information from MoEC, some of the micro-plans have already integrated into the District Development Plan.

Concerning the formulation of the project from Japan's Official Development Assistance, results of the Study in Phase I were utilized for the formulation of a Grant Aid (school construction) project in Dar es Salaam.