

THE UNITED REPUBLIC OF TANZANIA

Ministry of Education and Culture

Japan International Cooperation Agency

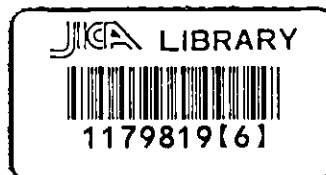
(JICA)

President's Office-Regional Administration
and Local Government

**SCHOOL MAPPING AND MICRO-PLANNING
IN PRIMARY EDUCATION
(PHASE 2)**

FINAL REPORT

SUMMARY



JULY 2005

INTERNATIONAL DEVELOPMENT CENTER OF JAPAN

HM

JR

05-31

**SCHOOL MAPPING AND MICRO-PLANNING
IN PRIMARY EDUCATION
(PHASE 2)**

FINAL REPORT
SUMMARY

JULY 2005

INTERNATIONAL DEVELOPMENT CENTER OF JAPAN



1179819【6】

PREFACE

In response to a request from the Government of the United Republic of Tanzania, the Government of Japan decided to conduct a study on School Mapping and Micro-Planning in Primary Education and entrusted to the study to the Japan International Cooperation Agency (JICA).

JICA selected and dispatched a study team headed by Mr. Norimichi Toyomane of International Development Center of Japan between January, 2003 and June, 2005.

The team held discussions with the officials concerned of the Government of the United Republic 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 the promotion of this project 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 the United Republic of Tanzania for their close cooperation extended to the study.

August 2005

Kazuhisa MATSUOKA
Deputy Vice President
Japan International Cooperation Agency

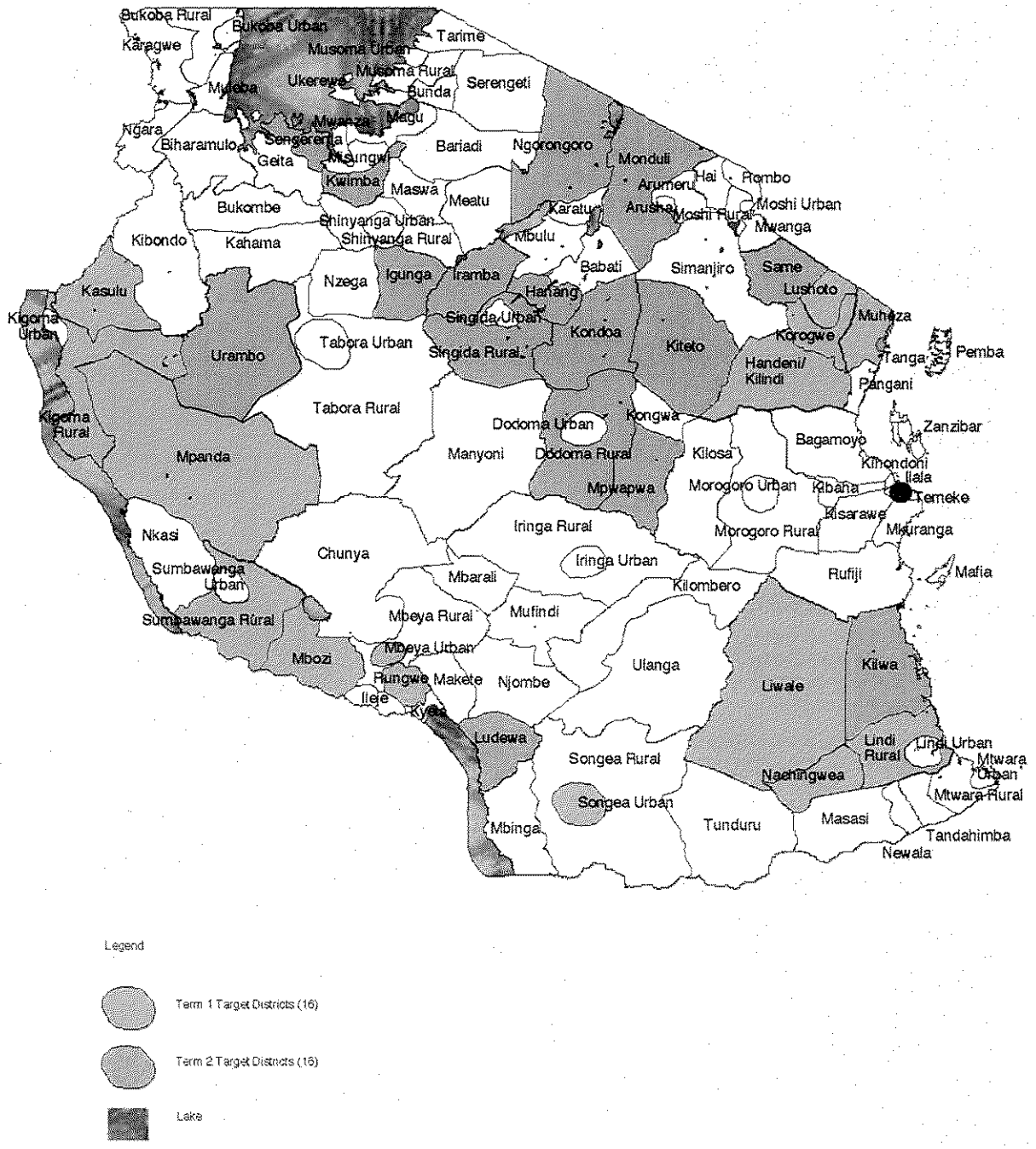
Table of Contents

Map
Photos

PART 1: INTRODUCTION	1
1. BACKGROUND OF SCHOOL MAPPING AND MICRO-PLANNING PHASE 2.....	1
2. OUTLINE OF SM/MP2.....	2
PART 2: SCHOOL MAPPING AND MICRO-PLANNING IN TERM 1	5
3. OUTLINE OF SM/MP2 IN TERM 1	5
4. IMPLEMENTATION IN TERM 1.....	6
5. MONITORING IN TERM 1	7
6. RESULTS OF SM/MP2 (REVIEW OF OUTPUT) IN TERM 1.....	8
7. LESSONS LEARNT FROM TERM1 AND PLAN FOR TERM 2.....	9
PART 3: SCHOOL PLANNING AND MICRO-PLANNING IN TERM 2	12
8. OUTLINE OF SM/MP2 IN TERM 2	12
9. IMPLEMENTATION IN TERM 2.....	13
10. MONITORING IN TERM 2.....	14
11. RESULTS OF SM/MP2 (REVIEW OF OUTPUT) IN TERM 2.....	15
12. LESSONS LEARNT FROM TERM 2.....	17
PART 4: EVALUATION OF SCHOOL MAPPING AND MICRO-PLANNING	20
13. CAPACITY BUILDING.....	20
14. EFFECTIVENESS OF CASCADE SYSTEM	21
15. SOCIAL MARKETING EFFECT	23
16. BENEFITS AND SHORTCOMINGS OF PEDP	24
PART 5: EDUCATION MANAGEMENT INFORMATION SYSTEM IN TANZANIA	26
17. EDUCATION MANAGEMENT INFORMATION SYSTEM	26
PART 6: WAY FORWARD	30
18. WAY FORWARD	30

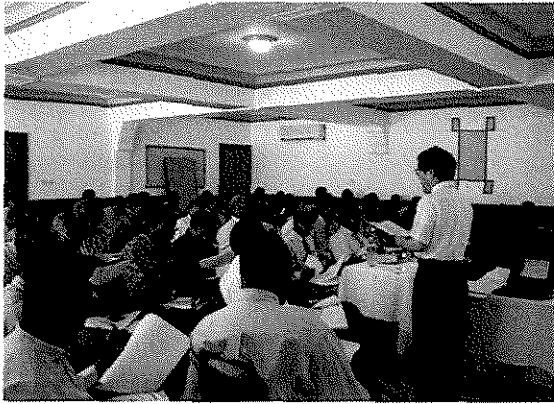
Map

SCHOOL MAPPING AND MICRO-PLANNING IN PRIMARY EDUCATION (Phase 2) IN THE UNITED REPUBLIC OF TANZANIA

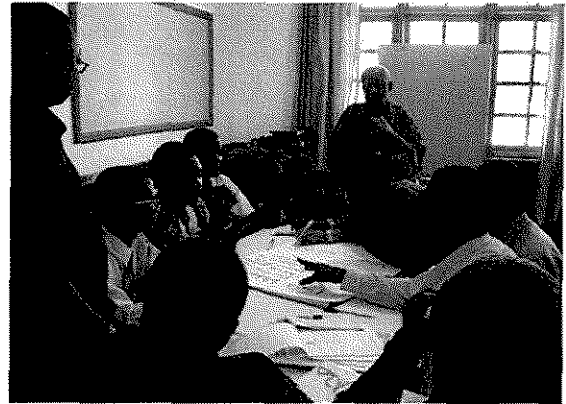


Map 1 Target Area

Photos



Facilitator Training: Dr. Toyomane, the team leader of the JICA Consultant Team, is explaining how to operate School Mapping.



Facilitator Training: Participants are divided into groups and discussing School Planning process.

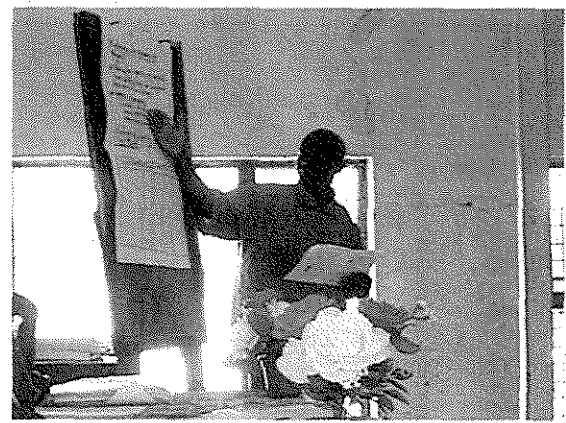


Facilitator Training: Mr. Liboy, Senior Education Officer of President Office, Regional Administration and Local Government (PO-RALG), is giving final remarks to the participants.

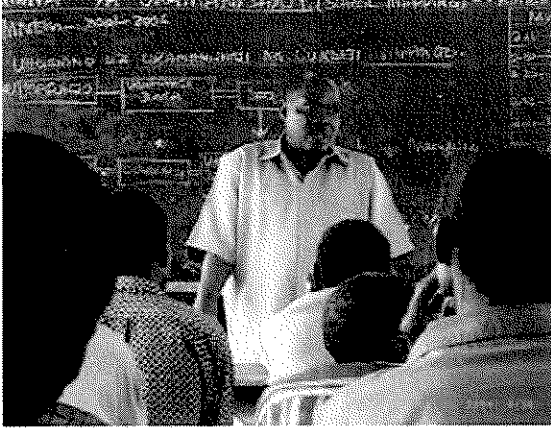
Sengerema Council-level Training: Mr. Miyedu, Senior Education Officer of MOEC, is giving a speech to the participants. (Right)



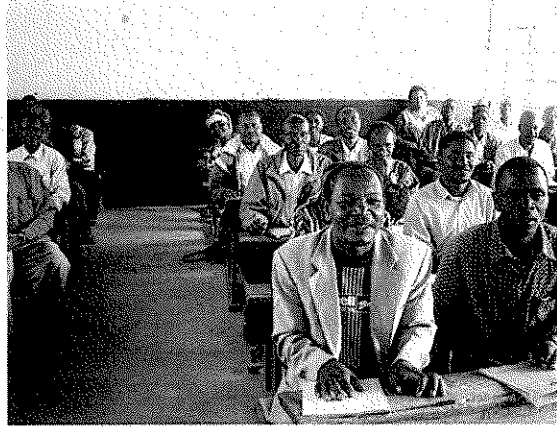
Monduli Council-level Training: The participants are writing up Plan of Operation in groups.



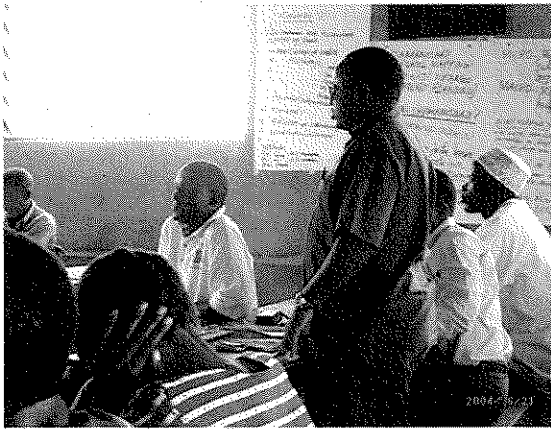
Urambo Council-level Training: a facilitator of ENV Consultant LTD is giving comments on an output of group work in a plenary session.



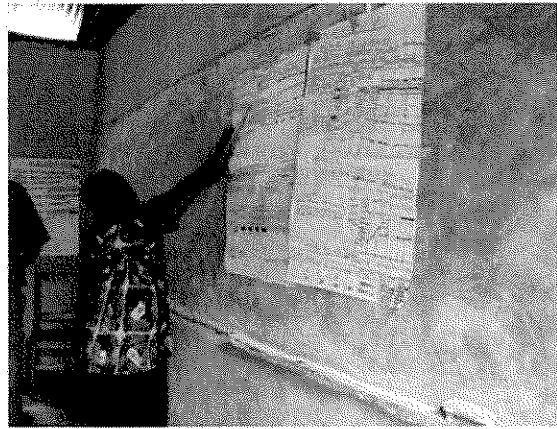
Ward-level Training at Kiomboi Ward in Iramba District: Mr. Magotta of PO-RALG is stressing the significance of School Mapping and Micro-planning in the context of the PEDP implementation.



Ward-level Training at Kiomboi Ward in Iramba District Council: The participants are attentively listening to the facilitator.



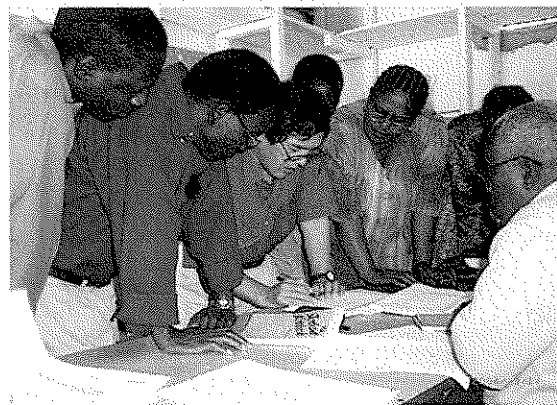
Ward-level Training at Buigiri Ward in Dodoma Rural District Council: The participants are actively discussing in a plenary session.



Ward-level Training at Hedaru Ward in Same District Council: A representative from a group is presenting the Annual Action Plan and Monitoring Plan after the group work.



Njoro Ward in Kiteto District Council: Mr. Lyanga of MOEC is greeting pupils at Mwanya Primary School



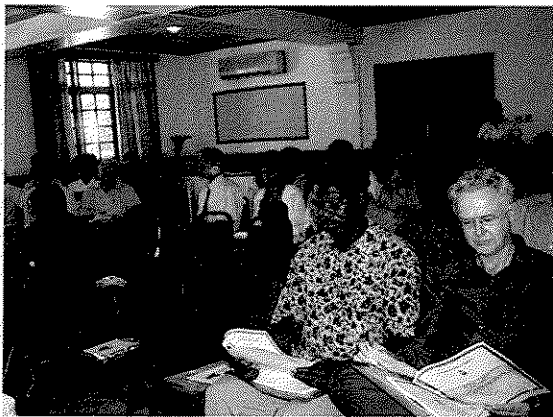
Data Consolidation at Dodoma Rural District Council: The JICA Consultant Team leader, Dr. Toyomane and district officials are checking printed data.



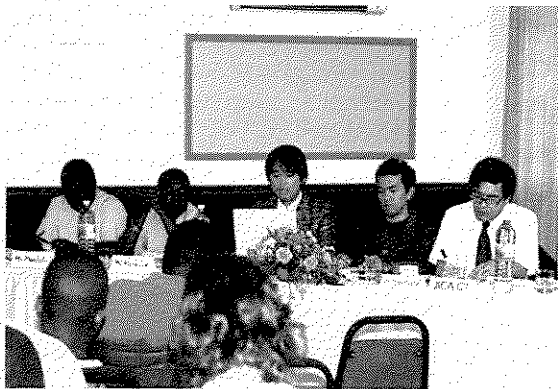
Muheza District Council: Mr. Gadnye of the JICA Consultant Team, is facilitating discussion among Ward Officers.



Seminar on SM/MP2 Results: Mr. Mwakalinga, Director of Policy and Planning of MOEC, is delivering an opening speech



The Participants were from various organizations such as District Councils, bi-lateral donors, NGOs, academic institutions and others (Left)



Seminar on SM/MP2 Results: Dr. Kuroda, the chairman of JICA Advisory Committee, is delivering a closing speech (Center)



Seminar on SM/MP2 Results: Ms. Musese, Acting Director of Institutional Development of PO-RALG, is delivering a closing speech.

PART 1: INTRODUCTION

1. BACKGROUND OF SCHOOL MAPPING AND MICRO-PLANNING PHASE 2

School Mapping and Micro-planning

Generally, *School Mapping* is a method for collecting data on the school and education. In most cases, school mapping is a means to encourage people's participation in education and raise their awareness through the exercise. *Micro-planning* on the other hand is a process of planning at the school and local levels. It focuses on the particular characteristics and needs of schools and the local area.

The Tanzanian Government has been implementing a series of exercises since 1997 to train people on the skills of school mapping and micro-planning. JICA-assisted Phase 1 (SM/MP1) was one of these exercises, carried out from 1999 to 2001. It covered 33 Local Government Authorities (LGAs) throughout Tanzania, mainly training officers of the LGAs while collecting school mapping data from about 3,000 schools. As of the end of 2002, 82 LGAs¹ out of 114 were covered by the initiative, a large part of which was assisted by UNICEF, NORAD, CIDA and JICA².

Decentralization of Primary Education Administration

The Tanzanian government developed the Primary Education Development Plan (PEDP) 2002-2006 in 2001. This is a five-year plan setting priorities and concrete targets and estimating budget requirements to achieve them.³ The PEDP is being implemented within a new decentralized system of educational administration. Since the late 1990s, the task of delivering primary education has been delegated to Local Government Authorities (LGAs), in line with the decentralization process. Under this new system, LGAs receive budget from the central government and then provides funds to individual schools. One crucial element of this new system is the requirement that each school prepare a three-year School Development Plan and a one-year Plan of Action and Budget to receive the development grant, a large portion of the funds available for the schools.

Why School Mapping and Micro-planning Phase 2?

The implementation of PEDP in the decentralized system strongly calls for the improved capacity of the people at the school and council levels concerning school mapping and micro-planning. That need was particularly urgent for the 32 LGAs which had not been covered by any exercise. This is so because the government requires that schools should prepare both a "School Development Plan" and a "Plan of Action and Budget" and have them officially approved before receiving any development grant under the PEDP. The Ministry of Education and Culture (MOEC) thus requested JICA to assist it with the on-going effort of school mapping and micro-planning in those remaining LGAs. School Mapping and Micro-planning Phase 2 (SM/MP2) was an exercise designed to support PEDP implementation.

¹ This report interchangeably uses the term, "council" and "LGA," as a meaning of municipal, town, and district councils.

² The numbers of districts assisted by the donors are: 44 by UNICEF (of which NORAD and CIDA financially assisted 18 and 13 districts, respectively), 33 by JICA SM/MP1. MOEC implemented school mapping and micro-planning in the remaining 6 districts.

³ Main targets include free primary education from January 2002, 100% gross enrollment by 2004, recruitment of 18,900 new teachers, and construction of 54,093 new classrooms.

Local Government Planning Process

Figure 1 schematically indicates the planning/budgeting procedure for primary education in Tanzania, starting from data collection and completing with monitoring. The figure also shows which parts of this whole procedure the SM/MP2 covered.

As is seen, the SM/MP2 primarily dealt with data collection, planning and monitoring at the council and school levels. Since these activities were mostly new to the LGAs and schools, capacity building needs were particularly great with these processes.

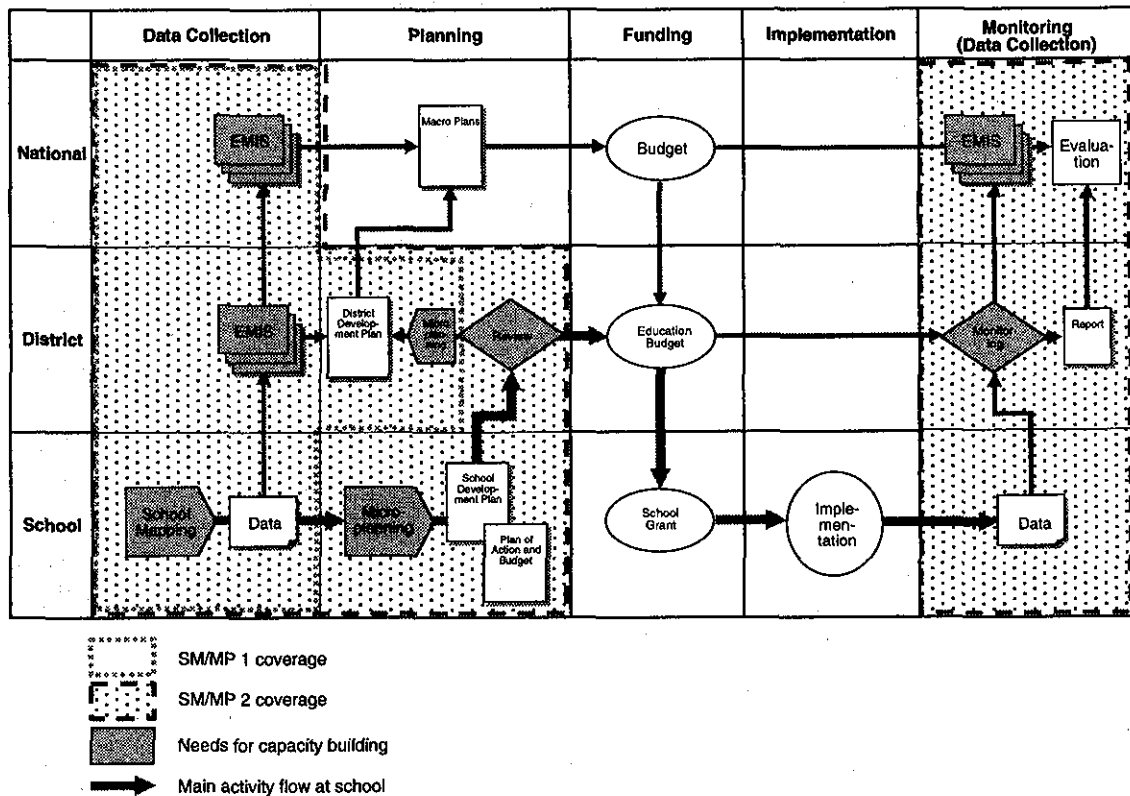


Figure 1 Planning and Budgeting System for Primary Education in Tanzania

2. OUTLINE OF SM/MP2

Objectives

The objectives of SM/MP2 were to:

- 1) Complete school mapping and micro-planning in the 32 LGAs;
- 2) Strengthen capacity for planning of local governments, schools and communities through the school mapping and micro-planning process; and
- 3) Develop a routine data collection framework on primary education.

Component

To achieve the above objectives, the SM/MP2 was composed of three components:

- Component A School mapping
- Component B Micro-planning

Component C Education Management Information System

Target Area

The SM/MP2 covered 32 LGAs in mainland Tanzania. They are listed in Table 1 and shown on Map 1 above. The LGAs were divided into two groups. One group was dealt with in Term 1 (January-December 2003) and the other in Term 2 (January- December 2004).

Table 1 Target LGAs

Region	Target LGAs				
	1	2	3	4	5
<i>Term 1 (16)</i>					
Kigoma	Kigoma DC	Kasulu DC			
Lindi	Lindi DC	Liwale DC	Nachingwea DC		
Mbeya	Mbeya MC	Mbozi DC	Rungwe DC		
Ruvuma	Songea TC				
Rukwa	Mpanda DC	Sumbawanga DC			
Tanga	Handeni DC	Kilindi DC*	Korogwe TC	Lushoto DC	Muheza DC
<i>Term 2 (16)</i>					
Arusha	Monduli DC	Ngorongoro DC			
Dodoma	Kondoa DC	Dodoma DC	Mpwapwa DC		
Iringa	Ludewa DC				
Kilimanjaro	Same DC				
Manyara	Hanang DC	Kiteto DC			
Mwanza	Kwimba DC	Sengerema DC			
Singida	Iramba DC	Singida DC			
Tabora	Igunga DC	Urambo DC			
Lindi	Kilwa DC				

Coverage

The SM/MP2 covered 32 LGAs in two years. All wards and public primary schools participated in the target LGAs. Main participants were: DEOs, council officers, WEOs, WECs, school head teachers and school committee members. The exact number of participants cannot be known but is estimated as over 17,000 for two years. Table 2 shows basic statistics about SM/MP2.

Table 2 Summary of Basic Statistics about SM/MP2

	Term 1	Term 2	Total
LGA	16	16	32
Ward	403	408	811
Primary School	1,904	1,920	3,824
Participants ⁴			
Council officers	192	192	384
Ward officers	806	816	1624
School Committee members ⁵	7,616	7,680	15,296

⁴ The numbers of participants are estimates only. They are calculated as: Council officers are 12 per LGA, Ward officers are 2 per ward and School Committee members are 4 per school.

⁵ School Committee members include school head teachers and teachers.

Organizational Set-up

The Department of Policy and Planning (DPP) of the Ministry of Education and Culture (MOEC) was the responsible body on the Tanzanian side for the implementation of SM/MP2 while JICA was on the Japanese side responsible for assisting the Government of Tanzania (GOT) for the implementation.

SM/MP2 was jointly carried out by the Tanzanian counterpart team and the JICA Consultant Team. Since the SM/MP2 was part of PEDP implementation, MOEC and PO-RALG were both responsible for this exercise. Therefore, the Tanzanian counterpart team consisted of relevant officials from MOEC and PO-RALG.

As shown in Figure 2, the JICA Consultant Team worked with Sub-contractor Team, which consisted of one coordinator, one accountant, 16 Facilitators, and 16 Assistant Accountants⁶. The Facilitators worked in the target LGAs as trainers, advisors and monitors at various levels. At each target LGA and Ward, an Implementation Team was formed to carry out this exercise.

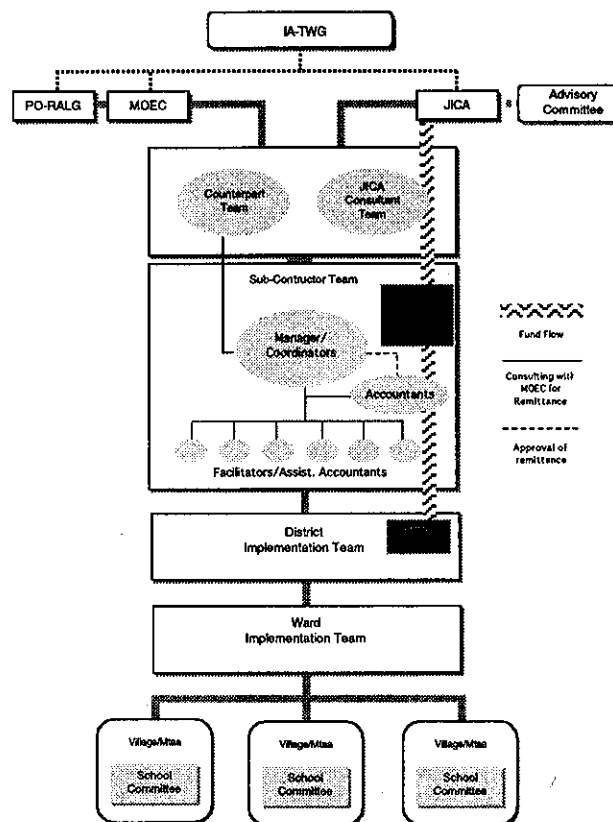


Figure 2 Organizational Structure for Phase 2 Implementation

Timeframe

The SM/MP2 has been implemented for two and half years as shown in Figure 3 below.

2003												2004												2005											
J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J					
Term 1												Term 2												Evaluation											
School mapping and micro-planning in 16 districts												School mapping and micro-planning in 16 districts												Post-evaluation of Term-1 and Term-2 exercises											

Figure 3 Three Terms of SM/MP2

⁶ Assistant Accountants were hired in Term 2 in order to strengthen fund management of the target LGAs.

PART 2: SCHOOL MAPPING AND MICRO-PLANNING IN TERM 1

3. OUTLINE OF SM/MP2 IN TERM 1

Cascade System Employed in Term 1

Training for the school mapping and micro-planning exercise employed a cascade system. Component A shows the cascade system of the school mapping training and Component B shows the cascade system of the micro-planning training in Figure 4.

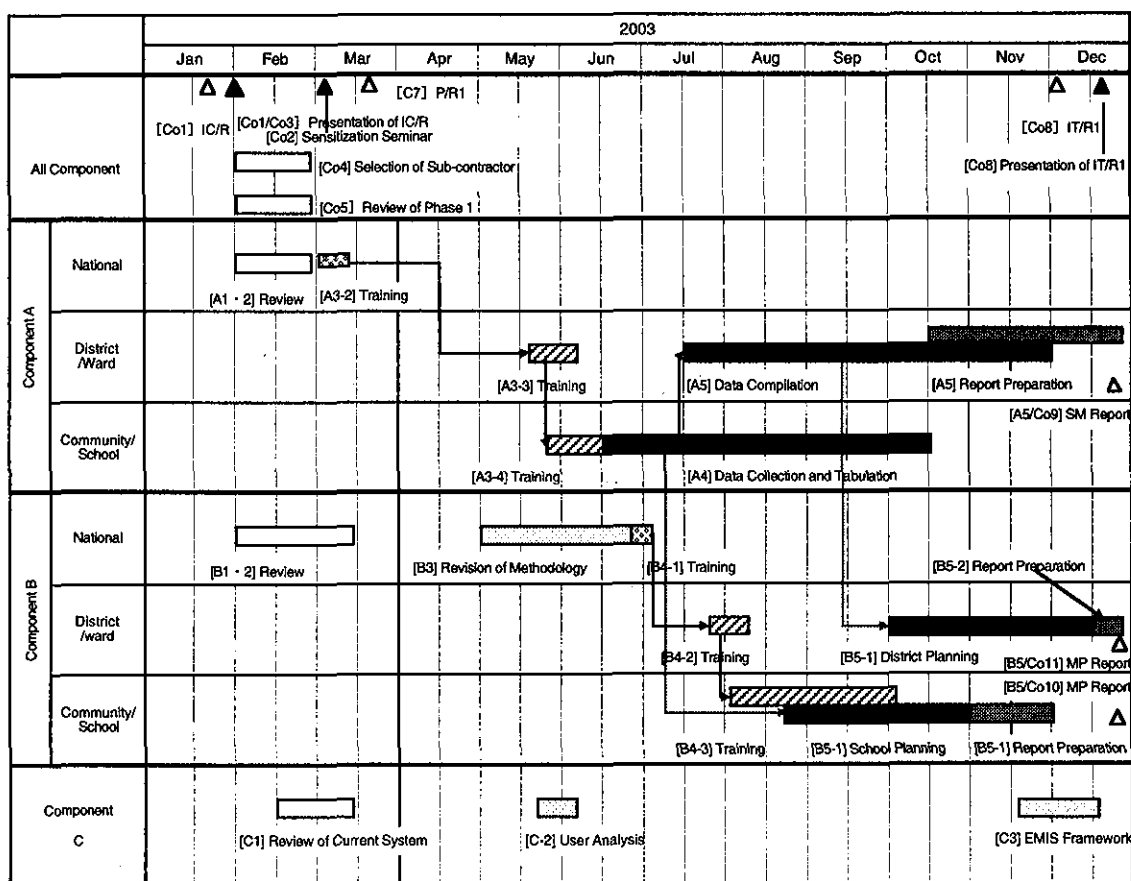


Figure 4 Operation of Term 1: Actual

Following the National-level Facilitator Training where 16 Facilitators from the sub-contractor team were trained, Council-level Training was organized in each Local Government Authority (LGA). At the Council-level Training the Facilitator in charge of the council trained council education officials and ward officers including ward education coordinators (WECs) and ward executive officers (WEOs) while the council officials monitored the training. At the Ward-level Training, WECs and WEOs trained head teachers and village leaders under their charge. Finally, each head teacher called the school committee members and initiated the school mapping exercise. The same process was applied for the micro-planning training following the school mapping training (see Figure 4).

Material Development

Several materials were developed specifically for the purposes of the SM/MP2 exercise prior to Term 1 exercise. They are:

- 1) *School Mapping Questionnaires*
- 2) *School Mapping Handbook*
- 3) *School Planning Handbook*
- 4) *Council Education Planning Handbook*

All materials were first drafted in English and then translated into *Kiswahili* (except *Council Education Planning Handbook*).⁷

4. IMPLEMENTATION IN TERM 1

School Mapping

In the school mapping exercise there were 5 separate questionnaires. For Parts 1 to 3 head teachers collected data while village leaders and school committee chairpersons took charge for Parts 4 and 5, respectively.

The school data were aggregated at the ward level by WECs and brought to the council education office for computer data entry. Data entry, capture and consolidation were done at the council level using computers. Data entry at the council level faced several difficulties, which caused a long delay in many LGAs. In most cases it took 4-5 months to complete data entry and analysis after data collection.

School Planning

The school planning activities started shortly after Ward-level Training in most of the LGAs. Around the end of August, half of the LGAs had already started school planning. In most cases a fair number (10-20) of stakeholders were involved in the planning activities, at least at the initial stage of the planning.

In many cases a head teacher together with the school committee chairperson facilitated the planning activities. The plan was often drafted by a small number of people (a few teachers or a group consisting of a head teacher, a school committee chairperson and VEO) after a fairly large number of stakeholders had participated at a school planning workshop. The School Development Plan was then submitted to the Village Council for approval.

Council Education Planning

The data compilation and analysis were behind schedule for more than one month. As a result, the initial schedule of the Council-level Training and Council Planning were subsequently revised.

The number of participants and the time spent for the planning differed from LGA to LGA. The number of participants depended on other activities taking place in a LGA at the time of planning. Participants of the council planning activity reviewed school mapping results and school plans. After that, they brainstormed and made notes for formulating a final report. Selected members of those council officials together with the Facilitator assembled the notes and put them in logical and sequential order to produce a final Council Education Plan.

⁷ Council Education Planning Handbook was not translated because council officers are all fluent in English.

5. MONITORING IN TERM 1

Monitoring Results (Review of Process)

The JICA Consultant Team monitored at different stages of the exercise by visiting the LGAs. A summary of monitoring results is shown in the tables below:

Table 3 Summary of Findings of School Mapping

Activities	Strengths	Weaknesses
Before Data Collection	<ul style="list-style-type: none"> • Clear and easy-to-use Handbook 	<ul style="list-style-type: none"> • 5 part questionnaire too voluminous
Data Collection	<ul style="list-style-type: none"> • Head teacher showed leadership • WECs oversaw the exercise well 	<ul style="list-style-type: none"> • Faulty data due to insufficiently defined questions and inappropriate modification of the questionnaires • Some schools not following instructions • Monitoring not sufficient by LGA, facilitator • WEOs and VEOs not so effective as expected
After Data Collection	<ul style="list-style-type: none"> • Council officials worked on data entry • Neatly tabulated council summary tables • Facts leading school head teachers to realize school problems 	<ul style="list-style-type: none"> • Technical glitches with the computer program • Computer program hard to use • The consolidated data not utilized in school planning due to delay

Table 4 Summary of Findings of School Planning

Activities	Strengths	Weaknesses
Before School Planning	<ul style="list-style-type: none"> • Clear and easy-to-use Handbook 	<ul style="list-style-type: none"> • Training too short; more time be given to group work
School Planning	<ul style="list-style-type: none"> • Smooth implementation • School Committee members realizing school's real situation and problems 	<ul style="list-style-type: none"> • Head teacher overwhelmed by multiple activities (PSLE, Uhuru Torch, PEDP training, etc.) • Monitoring not sufficient by LGA, facilitator
After School Planning	<ul style="list-style-type: none"> • Good School Plans as the first attempt 	<ul style="list-style-type: none"> • Some unrealistic plans • Clear indication that quality of the plans correlated with the facilitator in charge • Question remains how to finance the plans

Table 5 Summary of Findings of Council Education Planning

Activities	Strengths	Weaknesses
Before Council Planning	<ul style="list-style-type: none"> • Clear and easy-to-use Handbook 	<ul style="list-style-type: none"> • Scheduling very difficult for council officials • Some DEO lacking awareness, seriousness
Council Planning	N/A	
After Council Planning	N/A	<ul style="list-style-type: none"> • Some unrealistic, wishful plans • In some LGAs, facilitator helped the council officials to write the plan • Question remains how to finance the plans

*"N/A" does not mean "no positive aspect" but "no information with reliable evidence available."

6. RESULTS OF SM/MP2 (REVIEW OF OUTPUT) IN TERM 1

Review on School Mapping Reports

Method of Review

The JICA Consultant Team reviewed the contents of the School Mapping Report of the 16 targeted LGAs in line with the table of contents (see the box in the right). The JICA Consultant Team carefully reviewed each of the 16 School Mapping Reports.

Results of Review

A weaker part is "4. Findings" in the table of contents of the School Mapping Report. This chapter is essential in order for the LGAs to be aware of the status of basic education. By knowing results of the status on basic education analyzed in Chapter 3, the LGAs were supposed to be able to identify Strength, Weakness, Opportunity, and Threats. This chapter thus was supposed to be a synthesis of the contents in Chapter 3.

Some reports however did not include synthesized results of Chapter 3 in Chapter 4 (see the Table of Contents in the above box). This implies that analyzing and synthesizing skills might be needed more at council level. Those skills are in fact indispensable to make use of collected and consolidated data as part of inputs to planning stage. In addition to above weaker parts, it is also worth pointing out that the Executive Summary part also appeared to be weak.

TABLE OF CONTENTS	
Executive Summary	
Introduction	
1. Socio-Economic Status	
2. Primary Education Development	
2.1 PEDP Progress	
2.2 District Government Policy towards Education Development	
2.3 Issues and Challenges under PEDP	
3 The Status of Basic Education in the District	
3.1 Status about School	
3.2 Status about Teachers	
3.3 Status about Pupils	
3.4 Status about Village/Mtaa	
3.5 Status about School Committee	
4 Findings	
4.1 Findings through the School Mapping Exercise	
4.2 The Way Forward	

Review on School Plan Report

Method of Review

The same method as for the School Mapping Reports was applied to review the School Plans. *School Planning Handbook* includes a format of the report (see the Table of Contents in the right box), which was supposed to be followed by school committee members for preparation of the report. In line with the format, the JICA Consultant Team reviewed 160 School Plans.

Results of Review

In some cases, the school mapping results are not included at all. In addition to this, logic among vision, objectives, activities, and inputs were not necessarily coherent and cohesive in many reports.

In some cases, weak consistency was identified among the Plan Matrix, Plan of Operation, and Annual Action Plan. Some reports did not include a Plan of Operation whereas an

TABLE OF CONTENTS	
Executive Summary	
Introduction	
1. Current Status of School	
1.1 Findings from School Mapping	
1.2 Strengths, Weaknesses, Opportunities, and Threats of Primary Education in the District	
2. Three-year School Development Plan	
2.1 Vision	
2.2 Objectives	
2.3 Activities	
2.4 Indicators	
3. Annual Action Plan	
4. Monitoring Plan	
Appendix	
Any other documents effective to support the contents of the report	

Annual Action Plan was included. Sometimes, three annual plans were included instead of one plan, which was particularly necessary to indicate immediate activities necessary to be taken within a year. Some reports estimated their activities with very high costs in comparison with unit prices for major facilities included in the handbook.

Review on Council Education Development Plan Report

Method of Review

As for the School Planning Reports, the JICA Consultant Team reviewed the contents of the Council Education Plans of the 16 target LGAs. Like *School Planning Handbook*, *Council Education Planning Handbook* includes a format of the contents (see the table of contents in the right box), which was supposed to be followed by council officers concerned.

Results of Review

One of the weakest points identified was lack of linkage between school mapping and council education planning. In fact, findings included in the School Mapping Reports were not fully utilized in some Council Education Plans although it was supposed to be taken into consideration in Chapter 1 in Council Education Plans.

Visions included in many Council Education Plans were not necessarily relevant to the current status of the LGA. There are two major reasons. First, many LGAs were influenced by the example given in the *Council Education Planning Handbook* that is "PSLE Rate will Double in Five years." Second, linkage between Situation Analysis and Vision Setting was not sufficiently emphasized in the handbook.

In most cases, "activities" were relevant but often not clear without concrete figures such as the number of classrooms to be built and the number of teachers to be upgraded. Concrete expression is necessary for "activities" in order for LGAs to efficiently materialize the plan. Cost estimation included in some Council Education Plans was slapdash as seen in some cases of underestimation. It was difficult to precisely estimate without concrete activities with indicators such as the number of classroom to be built.

Some Council Education Plans included a long list of activities, which is not realistic to be materialized by the available resources identified. It happens whenever planning activities occur since those LGAs with a wishful plan expect to receive, from funding bodies with particular interests, windfall even for lowly prioritized activities.

TABLE OF CONTENTS	
Executive Summary	
Introduction	
1. Current Status of Primary Education in the District	
1.1 Findings from School Mapping	
1.2 Strengths, Weaknesses, Opportunities, and Threats of Primary Education in the District	
2. District Education Plan	
2.1 Vision	
2.2 Objectives	
2.3 Activities	
2.4 Indicators	
3. Plan of Operation	
4. Annual Action Plan	
5. Monitoring Plan	
Appendix	
1. Resource Identification Sheet	
2. Any other documents effective to support the contents of the report	

7. LESSONS LEARNT FROM TERM1 AND PLAN FOR TERM 2

Timing of Exercise

The JICA Consultant Team had the opinion that the June-October period (the dry season) would be suitable for two reasons: first, schools would have enormous difficulties to carry out any activity during the rainy season because community people (mostly farmers) are busy in

the field and due to poor road conditions; and second, TSM data, which are indispensable for the school mapping and micro-planning exercise, are collected only once a year in March. The June-October period was therefore preferred to the January-June period.

Trainees

Some trainees proved not so effective in the exercise while other important participants were left out. In summary:

- *Council Councilors* should be removed as trainees. Generally, they showed low interest in the exercise. It might suffice to report to them once in a scheduled session.
- In some cases *WEO (Ward Executive Officer)* and *VEO (Village Executive Officer)* were found not very motivated and competent in carrying out some activities. However, it was recognized that the importance of their positions and functions in the local government structure should be respected and their capacity need be further developed. Therefore, it was decided that WEOs and VEOs would take part in the training and the implementation also in Term 2.
- *Village Chairperson* and *Mtaa Leader* should be included as trainees. They are the real leaders at the village and *mtaa* level.
- *Assistant head teacher* should also be given training because he or she is the person responsible for the exercise when the head teacher is busy or absent.

School Mapping

The redesigned questionnaires for SM/MP2 proved to be still too voluminous. They need to be made more compact. This particularly applies to Part 2 (about teachers) and Part 3 (about pupils) that were newly introduced to direct people's attention to the quality aspects. It was recommended that a few sharply-focused questions should be asked in relation to education quality.

Since TSM 1 and 2 contain most of the information necessary for making a school plan, the objective(s) of school mapping should be shifted from "making a comprehensive school data set" to "utilizing the data set that the school already has" for the planning purposes. The LGA should consolidate the school data (TSM 1 and 2, School Report, Children Census) and give them back to individual schools in time they prepare their school plans.

Micro-Planning

One point to be improved in Term 2 was the duration and order of the micro-planning training. In Term 1, five days were allocated for council-level training. In most cases, LGAs spent two or three days for council education planning first and then the remaining time for school planning. This arrangement was not effective in two ways: time for school planning was not long enough; and the training order did not reflect the actual exercise. In Term 2, the training should be first conducted for five days on school planning and then (after an appropriate period) for two days on council planning. The training on school planning should allocate longer time for group work and role-playing.

In line with the shift of emphasis towards analyzing the existing data, the handbook for school planning was recommended to be revised to integrate more practical and extensive school data analysis into situation analysis.

From the review of School Plan Reports and Council Education Plan Reports, it was recognized that findings from School Mapping were not fully utilized in the process of

planning. The importance of analyzing current school status and education status of the council should be further stressed during the training at all levels in Term 2.

The majority of school plans listed physical rehabilitation and material procurement as their priorities even when quality improvement was stated as their vision and objectives. Although physical betterment is a very high priority for the schools, it should not be the ultimate objective of school development. Quality improvement should be duly stressed in this exercise. It was also recommended that in Term 2 facilitators should emphasize quality of education in the training.

Monitoring

As was observed in Term 1, monitoring is highly instrumental to improve educational management when conducted by officers at the ward, council and central levels. However, monitoring was less than optimal in Term 1 due mainly to the lack of awareness, funds and personnel. One lesson to be learned for Term 2 was that more concerted support and encouragement should be given to officers at various levels to carry out monitoring activities at individual schools.

DSA

Low rates of DSA applied to the school mapping and micro-planning process created serious problems in some LGAs. In Tanzania DSA given to civil servants are based on the government regulation and some training organized under PEDP applied the official DSA rates to the participants. In Term 2, the DSA rates should be raised to meet those specified by Civil Service Department.

Modified Schedule and Plan for Term 2

In view of the lessons described above and some delay in Term 1 schedule, it was found necessary to adjust the original schedule and plan for Term 2. Major modifications suggested were as follows:

1. The period of Term 2 to be shifted by two months: from Nov 2003~Oct 2004 to Jan 2004~Dec 2004.
2. The Sensitization Seminar for Term 2 to be scheduled in May 2004, just before the start of facilitator training for Term 2 school mapping.
3. Activities at the schools to start in June 2004.
4. Pre-activity training to be rescheduled accordingly.
5. Longer time to be given to data compilation and planning both at the schools and the LGAs.

PART 3: SCHOOL PLANNING AND MICRO-PLANNING IN TERM 2

8. OUTLINE OF SM/MP2 IN TERM 2

Major Modification Made for Term 2

Modification from Term 1 was made for Term 2 based on the experience in Term 1, the concept of raising awareness of stakeholders and simplification of the school mapping and micro-planning process and handbooks. Major modifications were as follows.

Time Frame

Term 2 started two months behind original schedule since Term 1 had delayed by two months. Timing and duration of each school mapping and micro-planning activity were also modified as shown in Figure 5.

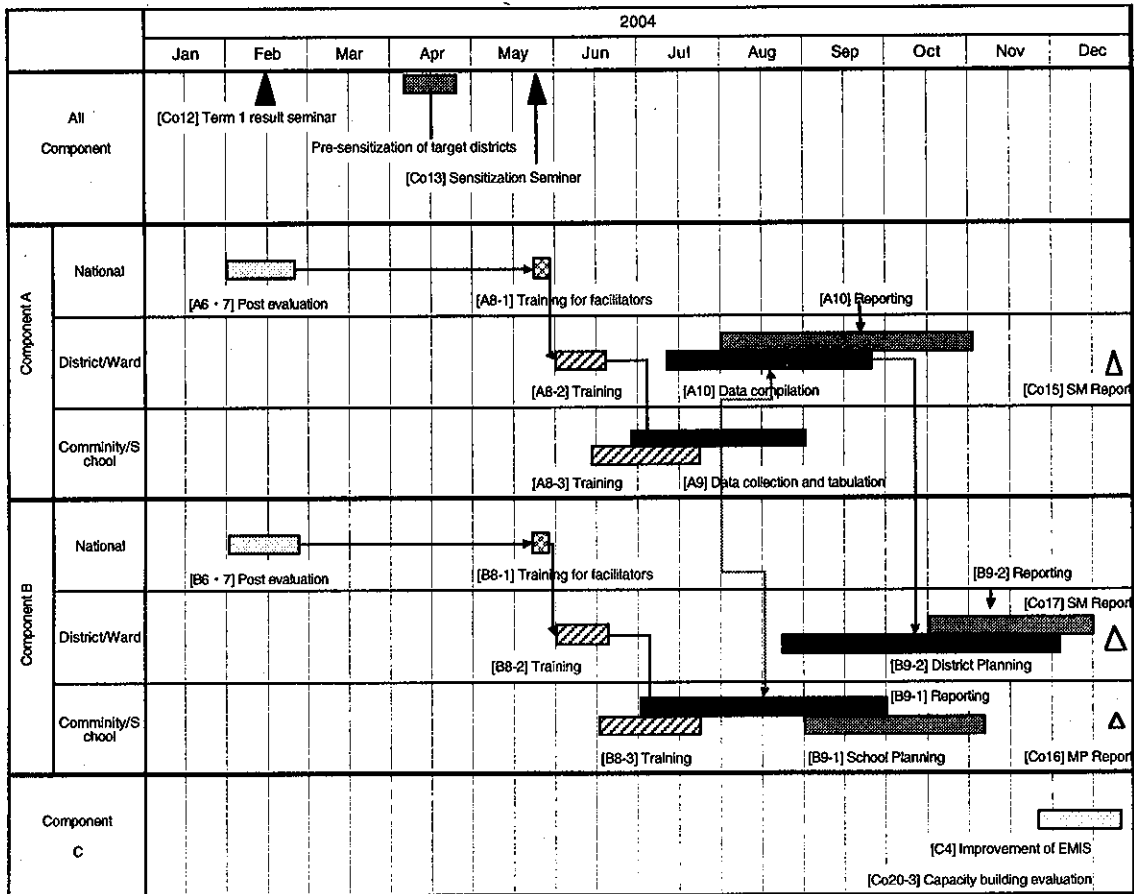


Figure 5 Operation of Term 2: Actual

Pre-sensitization

Based on lessons from Term 1, the JICA Consultant Team visited target Local Government Authorities (LGAs) and explained the council officials about SM/MP 2 in April prior to full-dressed process of Term 2 which started with National-level Facilitator Training in May 2004.

Training

The separate training sessions for School Mapping and Micro-planning in Term 1 were combined into one session in Term 2 in order to lessen burdens for stakeholders, in particular for council officials and head teachers.

Trainees

At Facilitators Training, District Education Officers (DEOs), and District Planning Officers (DPLOs) who play an important role were invited from Term 2 LGAs whereas only DEOs were invited in Term 1.

DSA

The DSA rates were raised to the government official rates. On the other hand, no DSA was given to those who were involved in implementing school mapping and micro-planning at school level, unlike in Term 1.

School Mapping and Micro-planning Handbooks⁸ and Questionnaires

Questionnaires used for the school mapping exercise were rationalized. The handbooks were also streamlined in Term 2 since some confusing explanations and processes were identified in Term 1. Further, *Financial Guidelines* was additionally produced for Term 2.

Monitoring

More emphasis on importance of monitoring at all levels was given during pre-sensitization visits as well as training. Therefore, government officers at the Ministry of Education and Culture and PO-RALG were strongly recommended to monitor the school mapping and micro-planning exercise.

9. IMPLEMENTATION IN TERM 2

School Mapping

After the completion of Ward-level Training, schools started administrating the school mapping questionnaires. In Term 2, the questionnaires were divided into three parts instead of five in Term 1. Because of the simpler formation of the new questionnaires in Term 2, administration and implementation of school mapping was smoother than that of Term 1. Consequently, the period of data collection in Term 2 was shorter than that of Term 1.

Data collection at the school level normally started around the end of June or the beginning of July 2004. The average length of the data collection and tabulation at the ward level was approximately 26 days.

School Planning

Participants in the school planning exercise included at least a head teacher, assistant head teachers, school committee chairperson, school committee members, village chairperson, and village executive officers. They reflected to the *School Planning Handbook* again when they started actual school planning. This was because the training on micro-planning had been carried out a long time earlier.

During a stakeholder meeting at school, teachers, parents and sometimes religious leaders (influential persons) also participated, in addition to the stakeholders mentioned previously. It is important to note that some schools also involved pupils in their school planning activities as one of the key stakeholders.

⁸ School Mapping Handbook, School Planning Handbook, and Council education planning Handbook.

Council Education Planning

In the process of planning, some LGAs invited WECs and WEOs at the first stage of council education planning, while other LGAs did not, although the handbook suggested holding a stakeholder workshop including WECs and WEOs, who can be very good resource persons for the council education planning.

After having a stakeholder meeting and going through the school mapping result, usually DEO, DPLO and DSLO took the lead in analysis and projection. They were the main writers of the plan.

Many LGAs admitted that they couldn't follow their initial timetable for various reasons such as computer program bugs, long time spent on reviewing school plans, absence of either DEO or DPLO, conflict with other important duties, and delay of funds remittance for LGAs.

10. MONITORING IN TERM 2

Monitoring Results (Review of Process)

The JICA Consultant Team monitored different stages of the exercise by visiting the LGAs. A summary of monitoring results is shown in the tables below:

Table 6 Summary of Findings of School Mapping

Stages	Strengths	Weaknesses
Data Collection (School Level)	<ul style="list-style-type: none"> • Head teachers and committee members were very motivated. • Activities were done without DSA. • WECs monitored activities. • Head teachers and school committee members re-realized school problems. 	<ul style="list-style-type: none"> • Village population registers were inaccurate. • Some schools did not follow the handbook. • LGA and Facilitators did not do sufficient monitoring.
Data Compilation (Ward Level)	<ul style="list-style-type: none"> • WECs were very motivated and did calculation manually. • WECs spotted some errors in school data. 	<ul style="list-style-type: none"> • There were some calculation mistakes. • Some WECs were confused between GER and NER.
Data Consolidation (Council Level)	<ul style="list-style-type: none"> • Many DEOs and DPLOs took responsibility and leaderships. • LGAs rechecked school data. 	<ul style="list-style-type: none"> • Technical glitches were in the computer program. • Some LGAs did not have a computer for data entry.

Table 7 Summary of Findings of School Planning

Activities	Strengths	Weaknesses
Preparation of School Planning	<ul style="list-style-type: none"> • The <i>Handbook</i> was clear and easy to use. • Good understanding of school committee members on the school planning. 	<ul style="list-style-type: none"> • Some schools did not get community participation.
Implementation of School Planning	<ul style="list-style-type: none"> • Implementation went smoothly even though DSA was not provided. • School committee members re-realized school's real situation and problems. • School planning activities raised education awareness among villagers. 	<ul style="list-style-type: none"> • Monitoring was not sufficient by LGAs. • Some school plans were formulated mainly by the head teachers.
Result of School Planning	<ul style="list-style-type: none"> • Good school plans were produced as the first attempt. • School plans received approval from Village Councils. 	<ul style="list-style-type: none"> • Resource requirement analysis was not enough, and thus budgeting was not realistic.

Table 8 Summary of Findings of Council Education Planning

Activities	Strengths	Weaknesses
Preparation of Council Planning	<ul style="list-style-type: none"> • The <i>Handbook</i> was clear and easy to use. • Ward education plans were prepared. 	<ul style="list-style-type: none"> • Facilitators from Sub-contractor team played a central role in preparing plans in a few LGAs.
Implementation of Council Planning	<ul style="list-style-type: none"> • LGA could verify educational issues and problem. • LGA used own budget for supporting the planning. 	<ul style="list-style-type: none"> • Some LGAs did not hold a stakeholder meeting.
Results of Council Planning	<ul style="list-style-type: none"> • Most council education plans were in good quality. 	<ul style="list-style-type: none"> • Some unrealistic or wishful plans were identified.

11. RESULTS OF SM/MP2 (REVIEW OF OUTPUT) IN TERM 2

School Mapping Data

JICA Consultant Team reviewed all 16 School Mapping Data submitted from the LGAs. All the School Mapping Data contained identically tabulated data, since the LGAs used the same computer program prepared by the Sub-contractor team. Although there were a few questionable figures⁹ in some of the School Mapping Data, the data in general appeared reasonable by judging from the basic indicators derived from the data.

School Plan Report

Out of 1,920 schools which participated in the ward-level training 1,825 schools submitted their School Development Plans.¹⁰

Method of Review

The JICA Consultant Team reviewed School Plan Reports. 10 school plans from each LGA were randomly selected for review. Samples therefore consist of 160 school plans in total.

The *School Planning Handbook* includes a format of the report (see the table of contents in the right box), which was supposed to be followed by schools for preparation of the report. In line with the format, the JICA Consultant Team reviewed school plans based on 16 criteria.

Results of Review

Generally the quality of the reports can be rated as above average. Most of them were very clear, logical and well formulated and in conformity with the guidelines given in the Handbook. A good number of them, however, had no Executive Summaries and/or Program Formulation. Even when some summaries were included these were mostly mere introductions and/or short

Table of Contents
Executive Summary
1. Current Status of School
1.1 Findings from Stakeholder Analysis
1.2 Findings from School Mapping
1.3 Strengths, Weaknesses, Opportunities, and Threats of the School
2. Program Formulation
2.1 Vision
2.2 Objectives
2.3 Target
2.4 Activities and Resources Required
3. Plan of Operation
4. Annual Action Plan
5. Monitoring Plan
Appendix

⁹ In some cases NER aggregated by ward showed over 100%. It might be the result of inaccurate data or of the difficulty in defining the catchment area of a school.

¹⁰ The gap between the number of schools which participated in the training and the number of school plans submitted was caused by the following two reasons. 1) Some schools which do not have up to standard 7 did not prepare the school plans. 2) Some plans were returned to the schools for correction and further refinement by the Local Government Authorities (LGAs) and have not been resubmitted to the council education offices, and hence not to the JICA Consultant Team.

history of the school. Although many reports did not give summaries of school mapping findings, nearly all of them showed the Gap Identification Sheet, which contained most of the key findings which were subsequently utilized in the preparation of the plans.

Except for a few cases where Program Formulation was not done, most plans had logical consistency between Program Formulation and Plan of Operation. However, in some cases three Annual Action Plans were prepared, one for each year, instead of one plan for the first year, which is particularly necessary to indicate immediate activities necessary to be done with the commencing year of the plan.

Many reports showed detailed budgets, some of which were too detailed and looked much like Bills of Quantities while simple budgets using realistic unit costs could have sufficed.

Council Education Plan Report

Method of Review

The JICA Consultant Team reviewed all 16 Council Education Plan Reports submitted by the LGAs. The *Council Education Planning Handbook* includes a format of the report (see the table of contents in the right box), which was supposed to be followed by LGAs for preparation of the report. In line with the format, the JICA Consultant Team reviewed each of the Council Education Plans based on 16 criteria.

Results of Review

The quality of the Council Education Plan report naturally varied from LGA to LGA. Some were very clear, logical and well-formulated with all the necessary information included. On the other hand there were a few reports which did not reach the desired quality because they did not follow the format, lacked required information, and contained inconsistencies and mistakes. Although there were differences in quality, about two thirds of the reports were found reasonable in quality.

Most reports included summary findings of school mapping exercise with Gap Identification Sheet. In most cases, the prioritized objectives also reflected the current situation of the LGA which was revealed from the school mapping. Therefore, there was a good utilization of school mapping results as the basis of planning.

Many careless calculation mistakes were found in some of the reports for the calculation of targets and costs. In one case, the calculation of projected enrolment was gravely wrong, which affected all the targets, activities and costs, and the LGA had to revise the entire plan based on the correct enrolment projection.

Table of Contents

Executive Summary

1. Current Status of Primary Education in the LGA
 - 1.1 Findings from Stakeholder Analysis
 - 1.2 Findings from School Mapping Analysis
 - 1.3 Strengths, Weaknesses, Opportunities, and Threats of Primary Education in the LGA
2. Council Education Plan
 - 2.1 Vision
 - 2.2 Objectives
 - 2.3 Targets
 - 2.4 Activities and Resources Required
3. Plan of Operation
4. Annual Action Plan
5. Monitoring Plan
6. MTEF Formats for Budget Request

Appendix

12. LESSONS LEARNT FROM TERM 2

School Mapping and Micro-Planning Is Meaningful for Tanzania

Benefit of School Mapping

The most notable benefit of school mapping is that LGAs for the first time have had a school data set that is fairly correct and consistent. The LGAs usually lack reliable, consistently tabulated school data even on very basic indicators.¹¹ The school mapping exercise conducted LGA-wide in a consistent manner thus generated a sufficiently reliable data set that was never available to LGA before.

From the viewpoints of schools, the school mapping exercise was only useful as the preparatory step for micro-planning (school planning) to be conducted later on. When SM/MP2 was designed, it was expected that questions in the school mapping questionnaires would reveal new findings to the schools but the questions generally brought little new information to the schools.

Benefit of Micro-planning

By contrast to school mapping, micro-planning has proved highly beneficial in a number of ways. Its usefulness is not technical or sector-specific; it goes deep into the fundamentals of Tanzanian society and generates far-reaching effects.

The planning exercise, particularly at the school level, gave a rare chance for people to follow the standard steps of plan-making in their real world situation. In terms of consensus building, the micro-planning exercise was highly instrumental in organizing stakeholders and facilitating them to reach a consensus. The plans thus created by a wide range of stakeholders formed the solid basis for action.

Most school head teachers reported that the school planning exercise successfully involved community members and raised their awareness about education and school conditions. This seems a seminal indication of the right direction for Tanzanian primary schools to pursue: school-based management combined with community participation.

School Mapping and Micro-Planning Expedites the PEDP Process

School mapping and micro-planning is instrumental in facilitating the PEDP. SM/MP2 has proved that it does expedite the implementation of PEDP. SM/MP2 was so designed that, among other things, it would train individual schools on how to make a school plan. This particular component was regarded crucial because in 2001 the government required that schools should prepare both a three-year "School Development Plan" and a yearly "Plan of Action and Budget" and have them officially approved before receiving any development grant under the PEDP.

School plans were prepared and carried out. All schools covered by SM/MP2 successfully completed their school plans as required by PEDP. Their quality was generally acceptable. Communities were mobilized to a higher level than before throughout the LGAs under SM/MP2. Clearly, this was possible because of the participatory school planning process

¹¹ The best established means of school statistics collection is TSM1 and 2 administered annually by the MOEC. However, the individual forms are directly sent back to the Ministry, merely passing through Local Government Authorities (LGAs), for data entry and processing. As a result, the aggregated data base is kept at the national level only and no data subset by LGA is fed back to the LGAs. This is the main reason why LGAs do not have a reliable data base on schools even though a systematic data collection is being carried out nationally on a regular basis.

adopted by SM/MP2.

Council education plans reflected school conditions and aspirations. The council education plan is not required explicitly by PEDP. However, such plans have an unquestionable value when prepared in a proper way. Under SM/MP2, all 32 LGAs developed a council education plan which was based on the real situation of schools (as indicated in the school mapping data base) and school aspirations (as shown in the individual school plans).

Council education plans rationalized education budgeting. Data-based planning as practiced under SM/MP2 is novel to council administration. One significant result of this new practice is that council budgeting has been generally rationalized for the education sector.

School Mapping and Micro-Planning Is Sustainable in Tanzania

As observed in 2004 both in Term 1 and Term 2 LGAs, all interviewees (DEOs, WECs and school head teachers) unanimously responded that:

- 1) School mapping and micro-planning is part of their routine duty; and
- 2) They would annually repeat the process as needed.

This indicates that the school mapping and micro-planning exercise has been successfully “internalized” and has good potential to be sustained after SM/MP2 ends. In practical terms, the school mapping and micro-planning exercise will be repeated in the 32 councils if two conditions are met:

- 1) Continued provision of development grants (to all schools, ideally); and
- 2) Timely directive given by DEO.

If possible, follow-up training would be highly recommended to cement the participants’ planning capability. LGA should mobilize those local personnel as trainers who participated in SM/MP2 and showed excellent understanding and leadership.

School Mapping and Micro-Planning Should Be Reorganized

This SM/MP2 exercise is a sequel of the School Mapping project started in 1997. Note that this project dealt only with school mapping then. In that year, school mapping became mandatory for the Tanzanian government to qualify for the HIPC status.¹² MOEC therefore embarked on the project in Kisarawe DC with assistance from NORAD/UNICEF. The project has since continued increasing the coverage gradually. Table 9 summarizes the progress.

Table 9 Progress of School Mapping in Tanzania

Year	LGAs Covered	Agency / Donor					School Mapping (SM) or Council Ed Planning (CP) or School Planning (SP)
		MOEC	UNICEF	NORAD ¹⁾	CIDA ²⁾	JICA	
1997	1		1	(1)			SM (UNICEF)
1998	6		6	(2)	(3)		SM (UNICEF)
1999	15		12	(3)	(5)	3	SM (UNICEF) SM+DP (JICA, part of UNICEF)
2000	36	2	20	(8)	(3)	14	SM (MOEC and UNICEF) SM+DP (JICA, part of MOEC)

¹² HIPC stands for highly indebted poor country, a status to be eligible for debt cancellation by the World Bank. One conditionality set for Tanzania to earn the HIPC status was to school map at least half LGAs on mainland. According to MOEC officials, the reason why this particular conditionality was posed was that, at that time, there existed a considerable number of ghost schools and teachers in Tanzania, a suspected source of financial drain.

Year	LGAs Covered	Agency / Donor					School Mapping (SM) or Council Ed Planning (CP) or School Planning (SP) and UNICEF)
		MOEC	UNICEF	NORAD ¹⁾	CIDA ²⁾	JICA	
2001	25	4	5	(4)	(2)	16	SM (MOEC) SM+DP (MOEC, UNICEF and JICA)
2002	0						
2003	16					16	SM+DP+SP (JICA)
2004	16					16	SM+DP+SP (JICA)
Total	115 ³⁾	6	44	(18)	(13)	65	

Note: 1) Financial support only. Implementation through UNICEF.
 2) Financial support only. Implementation for 1998-2000 through UNICEF, for 2001 through JICA.
 3) The number differs from the current total (120) because of the creation of new LGAs after the project was implemented. The count here is as of project implementation.

Source: JICA Consultant Team based on MOEC and JICA, 2002. *The Study on School Mapping and Micro Planning in Education in the United Republic of Tanzania*, Final Report, Vol.,1. Appendix 1.

It should be noted in the table above that two new components were added to the project as it went on: **council education planning** and **school planning** (both called **micro-planning**). Council education planning first started in 1999 with JICA assistance and UNICEF followed in 2001.¹³ Soon after this Kibaha pilot, MOEC and UNICEF decided to extend micro-planning to the school level and quickly implemented it in 2001 in Kisarawe DC.¹⁴ In 2003 JICA followed the same path and added school planning as a new component in SM/MP2, an extended assistance. As a consequence of this gradual development, three types of LGAs now coexist in Tanzania implying different levels of experience and skills:

Type 1 Trained on school mapping only

Type 2 Trained on school mapping and council education planning

Type 3 Trained on school mapping, council education planning and school planning

According to official record, 27 LGAs remain either as type 1 or as type 2 as of May 2005.

As is understood, school mapping as a HIPC conditionality was accomplished in 2000 and has gone a step further to cover all LGAs on mainland. In that sense, the School Mapping project has successfully achieved its goal. However, during that same period the situation has significantly changed since PEDP was launched in 2001. A School Development Plan and community contribution have become two prerequisites for schools to receive a development grant, as stipulated in the PEDP. School head teachers have now to do school planning in a participatory manner, a practice not commonly seen in Tanzania.

In any case there has long been an enormous need to train school head teachers on school planning as part of school management. The PEDP came, and instantly brought this long neglected need to light. The 32 councils of type 3, covered by SM/MP2, were fortunate since they got trained on school planning just in time. It should be reminded, however, that a number of LGAs are still left without the benefit of systematic training on school planning.

In view of this situation, it is recommended to reorganize the school mapping and micro-planning exercise for Tanzania not only to facilitate the PEDP implementation but to improve the way of school administration as well.

¹³ Council education planning as introduced by JICA mainly involves council education officers. By contrast, UNICEF initiated a very participatory version of council education planning in five LGAs where villagers as well as council officers participated in planning. However, this exercise did not directly involve schools.

¹⁴ This is not counted in Table 9 because the tallies only reflect school mapping exercise. Some (not all) of the LGAs that were school-mapped by MOEC or UNICEF later implemented council education planning or school planning or both. This fact is not reflected in the Table.

PART 4: EVALUATION OF SCHOOL MAPPING AND MICRO-PLANNING

There can be many viewpoints in evaluating the school mapping and micro-planning exercise. An obvious one is whether the exercise was carried out as planned. Evaluation from this viewpoint was detailed in Part 2 (about Term 1) and Part 3 (about Term 2) and will not be repeated here again. Aside from this, four viewpoints may be appropriate in the light of the Tanzanian setting:

- 1 Did the exercise facilitate *capacity building* at council, ward and school levels?
- 2 Was the *cascade system* effective enough to train participants?¹⁵
- 3 Did the exercise bring about any *social marketing effect*?¹⁶
- 4 What *benefits and shortcomings* does the PEDP have?

13. CAPACITY BUILDING

Comparison of School Plans: SM/MP2 LGAs and Non-SM/MP2 LGAs

For the comparison purpose, the JICA Consultant Team selected five Local Government Authorities (LGAs) that were not covered either by SM/MP1 or SM/MP2 funded by JICA.¹⁷ They are shown in Table 10:

Table 10 Selected Non-SM/MP2 LGAs

LGA	School Mapping (Training)	Council Education Planning (Training)	School Planning (Training)
Kisarawe	1997 (UNICEF/NORAD)	2001 (?)	Various years (UNICEF, DBSPE, Plan Tanzania, School Committee capacity building by ADEM/PO-RALG, O&OD)
Kibaha Rural	1998 (UNICEF/CIDA)	2001 (?)	Various years (UNICEF, Plan Tanzania, School Committee capacity building by ADEM/PO-RALG)
Morogoro Urban	1999 (UNICEF)	Original format?	2003 ? (School Committee capacity building by ADEM/PO-RALG) but following council plan format in practice
Mufindi	2000 (UNICEF)	2002 (UNICEF)	Various years (UNICEF, School Committee capacity building by ADEM/PO-RALG, O&OD)
Hai	2000 (UNICEF)	?	Various years (School Committee capacity building by ADEM/PO-RALG, O&OD)

Note: DBSPE stands for Council-Based Support to Primary Education.

The visits were done during March and April 2005. Four primary schools were randomly chosen in each LGA. A total of 20 schools were thus visited.

As it turned out, the sample schools in the five LGAs have all undergone some kind of training on school planning such as UNICEF, Council-Based Support to Primary Education (DBSPE) program, Plan Tanzania (NGO), School Committee capacity building by ADEM/PO-RALG and O&OD.

Among the 20 sample schools, 17 schools did make a school plan recently. However, six schools could not produce the plan to the Team because its copy was not kept at school or for

¹⁵ The cascade system refers to a multi-level training system where trainees turn into trainers at the subsequent, lower level of training.

¹⁶ *Social marketing* is the use of marketing principles to influence human behavior in order to benefit society. Social marketing is particularly useful in removing barriers that prevent behavior change. In the education field, it is often applied to increasing enrollment rate or raising people's awareness of the importance of education.

¹⁷ Since SM/MP1 did not cover school planning, SM/MP1 Local Government Authorities (LGAs) could be classified as non-SM/MP2 LGAs. However, the Team did not follow this to avoid any possible influence from the previous exercise.

some unclear reasons. This implies that the school plans are not referred to in day-to-day administration at many schools. The eleven school plans collected were fairly diverse in content and format. In fact only four of them could stand up to the comparison because the rest were just one or a few tables listing problems, priority actions and their rough duration, etc. The evaluated ratings¹⁸ of those four schools, respectively, were: 3.0, 3.7, 4.4, and 4.4. Since the overall average is 3.7 for 160 sample SM/MP2 school plans in Term 2, those figures except one are respectable.

The number of sample plans may be too small to draw any definite conclusions. Nonetheless, we can safely cite two generalizations:

- 1 Quality of school plans in non-SM/MP2 LGAs is generally low even though people received some form of training; and
- 2 School plans in non-SM/MP2 LGAs are not being implemented or used in day-to-day school administration.

14. EFFECTIVENESS OF CASCADE SYSTEM

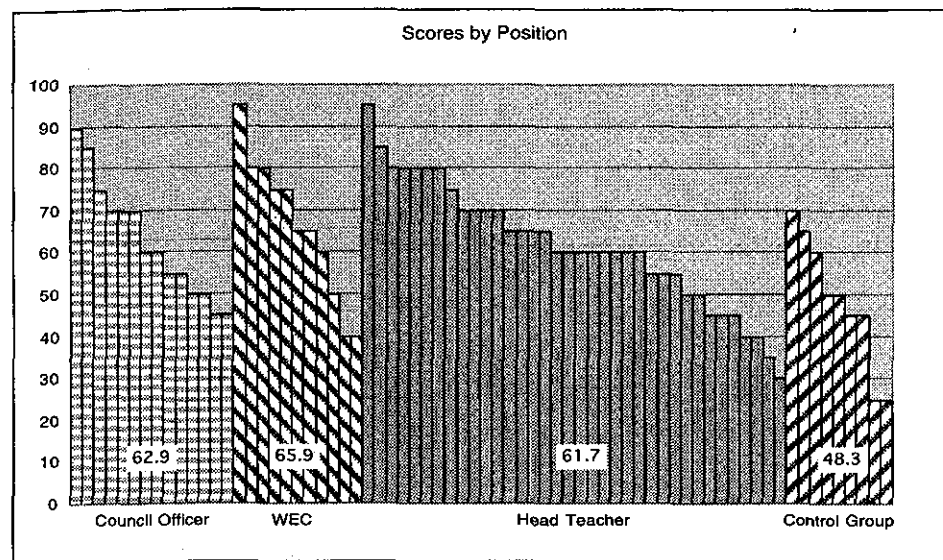
This analysis is called for to measure how effectively the cascade system worked in the SM/MP2 exercise. The result may not be valid statistically, but can be seen for interesting reference because the numbers of samples are very small. A 20-question test was specifically developed for this purpose and administered on some people who participated in training in Term 1. Fourteen LGAs out of 16 were covered for the test. People tested include DEOs, council officers, WECs, school head teachers, and school committee chairmen. There were also a group of people who did not take training but nonetheless volunteered to sit for the test.

Results

Did council officers perform better than WECs and school head teachers? Council officers, WECs and head teachers scored more or less the same, an indication that the training successfully achieved fairly uniform results at each level.

This can be seen more clearly in Figure 6. In this Figure, all individual scores are shown in order and by position. As is seen, scores of the three groups (council officers, WECs, head teachers) not only have similar averages but show very similar distribution patterns. This bears out that the training was properly conducted at respective levels without conspicuous distortion.

¹⁸ For rating, the same 16 criteria and 1-5 scale were used as in the evaluation of sample school plans under SM/MP2. Page 105, '19.2.2 Results', in the main report shows details.



Note: Bars indicate the average score of respective groups. Averages are in boxes.

Figure 6 Individual Scores by Position

We can draw following observations from the results. If the cascade system works poorly, two phenomena will result:

- 1 The test scores will not differ much between the Trained group and the Not-Trained group (control group).
- 2 The test scores will get lower as the testee's rank in the cascade system goes down: DEO and council officers will outperform WECs and WECs in turn will outperform school head teachers.

The first phenomenon was not observed. There was a significant gap between the Trained and Not-trained groups. With regard to the second hypothesis, the analysis negated it, too, though to a lesser extent. Overall, training seems to be conducted in a fairly standardized way. Contents reached the final trainees without gross distortion or dilution. Participants received the information right and put it into practice as directed. The cascade system of training delivered the message more or less correctly to the end receivers.

Implications

The cascade system seems to work in Tanzania. There are three favorable conditions that make this possible. They are:

- 1 Well established administrative system;
- 2 Ward Education Coordinator's presence; and
- 3 Tanzanian people's human characters.

The administrative system is well established, down from the minister to teachers at very remote schools in the peripheries. The command line is being maintained painstakingly even though many parts of the country lack adequate means for transportation or communications.

As proved by SM/MP2, WECs play the most crucial role when such a cascade training is conducted. Most WECs are highly motivated, dedicating their everyday lives to education and its betterment in the hard environment. WECs are a valuable asset Tanzania can and should rely on.

They were serious about the exercise, about how to improve their school, about how to spread education. Seriousness seems Tanzania's national character, which also facilitated the exercise to a great extent.

15. SOCIAL MARKETING EFFECT

Social Marketing Effect in SM/MP2

Social marketing is the use of marketing principles to influence human behavior in order to improve the quality of life for themselves, or benefit the society as a whole.¹⁹ Social change happens when people change internal attitudes or external structures. It is the synergy of efforts of multiple change agents.

One positive side effect expected in the school mapping and micro-planning exercise in Tanzania was people's behavior change about education. By participating in the exercise in some way or other, it was expected that parents would send more children to school or that community would give more support to school. This was the social marketing effect to be seen as a by-product of the exercise. The JICA Consultant Team therefore retrospectively organized information on this aspect to record the effects at least in a qualitative and subjective way.

Although it is based on subjective assessment, the results can attest two propositions: first, among the samples, there was no school that experienced negative (adverse) effect because of the exercise; and second, a number of sample schools reported significant positive changes in terms of community's awareness and participation as a consequence of the exercise. Thus we may tentatively conclude that the school mapping and micro-planning exercise conducted in Tanzania had some social marketing effect.

Typically, after being exposed to school problems through the activities and coming to understand the PEDP requirements to receive a development grant, the school committee got activated to initiate supporting activities mobilizing parents and community (mostly baking bricks and donating labor but in rare cases raising funds as well). Some head teachers were explicitly grateful to the exercise saying that such community support was difficult or even impossible before SM/MP2. There were other communities, on the other hand, that were traditionally supportive of schools but became more so after undergoing the exercise.

What hampers social marketing effect's coming out?

Needless to say, not all schools saw a higher, improved level of awareness in the community as a result of the SM/MP2 exercise. A number of schools reported the same inactive school committee or low community concern as before. According to the Team's observation, there seem five typical cases where social marketing effect was hampered to come out:

- 1 Community is too poor to care about school or education.
- 2 Community members expect money paid for their work.
- 3 Traditional master-servant attitude prevents people's participation.
- 4 A politically motivated campaign against school support prevails.
- 5 Leadership of head teacher and/or school committee chairperson is weak.

¹⁹ Based on Turning Point, "The Basics of Social Marketing." www.turningpointprogram.org.

Implications

We can cite three lessons from the SM/MP2 experience in terms of social marketing effect.

- 1 Micro-planning (school planning) is more effective than school mapping to induce social marketing effect.
- 2 Participatory school planning on a yearly basis will be the best means to achieve social marketing and, hence, improve education at the grassroots.
- 3 Any other participatory programs or activities (e.g., O&OD) should also aim explicitly at social marketing as an objective.

In terms of social marketing or social behavior change, *what counts most is school planning*. The planning process when participated by appropriate stakeholders and followed properly can easily change the perception of the participants. They come to understand the reality and through a series of discussions reach a consensus on what to do about it.

School mapping, however, can have a special type of effect which school planning cannot easily achieve: increasing enrollment. Required to collect data on school age children in the catchment area, some schools deployed teams of teachers to take census house by house. Others used the data of children census they similarly conducted in the previous year. Either way, after receiving the teachers, some parents, particularly those living in remote areas, became aware of children's schooling and started to send them to school. This effect is another type of behavior change owing particularly to school mapping.

If raising community awareness of education is to be achieved, *the best way is to institutionalize participatory school planning on a yearly basis*. To involve an appropriate group of stakeholders in the democratic planning process is to give them a high social esteem. It is the surest way to motivate the participants towards action. SM/MP2 unambiguously bore out this axiom. To ensure that this is not a mere *ad hoc* activity, the planning should be repeated regularly.

School mapping and micro-planning should never monopolize social marketing effect in education. *Any other programs or activities, as far as they are participatory, should also aim at social marketing effects*. One example is O&OD initiated by PO-RALG. Since its planning process starts at the village/mtaa level and touches upon education as a component, O&OD is another potential vehicle to cause behavior change in community in respect of education. Policymakers should know this potentiality and pursue social marketing as an explicit objective of such programs.

16. BENEFITS AND SHORTCOMINGS OF PEDP

Since SM/MP2 has been conducted to expedite the PEDP process from within, it is beyond SM/MP2's scope to review the PEDP process as a whole. However, through the implementation and monitoring of school mapping and micro-planning activities, the JICA Consultant Team has had many opportunities to observe how the PEDP process is actually carried out at the council, ward and school levels.

Benefits of PEDP

It is indisputable that the PEDP has been highly beneficial. Seen from the school mapping and micro-planning exercise, its main benefits are three:

- 1 *Available funds*. It has given a substantial amount of budget to schools in a

- reasonably fair way;
- 2 *School plan-based finance.* A school plan is required for the school to receive a development grant; and
 - 3 *Community involvement.* Community contribution is required for the school to receive a development grant.

Shortcomings of PEDP

The first limitation to be cited is the fact that not all schools can receive a development grant. If their plans are left useless, it will certainly alienate the people from planning itself. Since budget for the development grants is far from sufficient, LGAs do not bother to refer to school plans to decide priority for grants allocation. This reality suggests either that the allocation of development grants based on school plans or school data is an unrealistic feat or that the budget for the development grants should be sufficiently large to make the plan- or data-based allocation meaningful.

Second limitation is that the PEDP process, particularly for the development grant allocation, and the school mapping and micro-planning exercise conducted to expedite the process have revealed that bottom-up planning may not work as it is supposed to. The three common problems are cited below.

- 1 School plans tend to become “wish lists”;
- 2 School plans are not referred to in allocating the development grants; and
- 3 Council officers have difficulty to reconcile individual school plans (particularly required budget) and integrate them into a consistent council education plan.

“Wish list” school plans are inevitable because, true to the theory of bottom-up planning, schools do not know exactly how much budget they can have for the planning period. Without knowing a specific financial limitation, they tend to make a plan that reflects the magnitude of true needs standing unmet at schools.

Having said this, we should turn to two questions that will remain: Is bottom-up planning totally useless and is there any way to overcome this inherent difficulty?

Is bottom-up planning totally useless? No, bottom-up planning is *not* totally useless. It is still useful to stimulate people’s concern and awareness particularly at the “bottom,” as recorded in the previous chapter on social marketing effect.

Is there any way to overcome this inherent difficulty? Yes, there is. First allocate the budget from the top down. Then start planning from the bottom up given the available budget specified.²⁰ This is a simple and effective way to eliminate “wish list” school plans.

The last shortcoming is the fact that for some very poor communities, the requirement of “community contribution” is nothing but a tax in disguise. It may be so designed as a way to promote community participation in school affairs. However, this particular requirement has a risk to lead people to a wrong notion of “community participation.” In fact, some people expressed their worry that this requirement became a heavy burden on poor communities.

²⁰ An assumption here is that the amount of budget an individual school will receive is reasonably large. Participatory planning over, say, one hundred thousand shillings is not worth doing from the beginning.

PART 5: EDUCATION MANAGEMENT INFORMATION SYSTEM IN TANZANIA

17. EDUCATION MANAGEMENT INFORMATION SYSTEM

Review of the Existing Information Management Systems

Statistics Unit (Department of Policy and Planning, MOEC)

Once a year, Statistics Unit collects data of pre-primary, primary, secondary schools and teachers colleges by using four kinds of forms called TSA, TSM, TSS and TVU, respectively.

The problem the unit faces is that it takes more time than planned to collect all data due to inadequate transportation and communication infrastructure and unreliable postage service. Although Statistics Unit has been collecting education data for about 20 years, the database has not been accumulatively established. Some data have been separately saved in several computers and some others were lost.

Statistics Unit annually publishes two education statistics books, namely *Basic Statistics in Education* (BSE) national version and regional version. In addition, the unit irregularly publishes the Analysis of BSE. BSE includes the data on the result of national examinations and financial indicators which are from National Examination Council of Tanzania (NECTA) and the Ministry of Finance. The data are provided to the unit on a hard copy and there is no database linkage among the unit (MOEC), NECTA, and other governmental organizations.

In 1999 and 2000, the World Bank supported the unit by supplying hardware, software and technical assistants (local consultants). This activity was financed by the Human Resource Development Project (HRDP) funded by the World Bank.

EMIS Unit (Department of Policy and Planning, MOEC)

EMIS Unit collected data once in 2000 as a teacher audit (teacher head counts) and covered only primary schools in the mainland of Tanzania. It included detailed information on the teaching and non-teaching staff and some data on students.

About 40 computers in MOEC are networked with the server computer of EMIS unit. The database of EMIS Unit is accessible on the network. The database was partly shared with Civil Service Department for administrative matters. EMIS Unit does not publish or print materials regularly showing their education data and information.

The EC delegation supported MOEC to develop a document center and EMIS in 1999 and 2000. The project had several phases and the first phase was completed in 2000, which was to procure equipment for the documentation center and the EMIS system at the center. The implementation of the project was stopped after the first phase. This was because EC (EU) delegation decided to finance PEDP implementation through pool funding.

School Reports and Children Census (Department of Primary Education, MOEC)

Monthly, quarterly and annual school reports are submitted by pre-primary and primary schools to WECs and LGAs. The monthly report includes basic statistical data.

All LGAs are supposed to make annual council education reports and send them to regional education officers, Department of Primary Education in MOEC and PO-RALG. The contents of the annual council education reports are mainly based on the school reports and

other statistical data collected with TSA and TSM. Data and information in the school reports more or less overlap data in the forms of Statistics Unit and EMIS Unit.

In addition to the school reports, each primary school is supposed to conduct Children Census every October and submit the result to the LGA. Schools are required to provide the number of out-of-school children and the number of out-of-school children with disabilities in the ward. Like school reports, filled-in forms for the census are gathered at the council level but there is no established process to keep the data in an organized way at the council level and even at the national level.

Education Information Management of Other Governmental Organizations

TSC: The Teacher Service Commission (TSC) is the organization which issues certificates and TSC numbers to teaching staff and non-teaching staff, and monitors the status of those staff.

CSD: Civil Service Department (CSD)²¹ is positioned under the President's Office and concerned with all civil servants that are counted as many as 270,000 in Tanzania. Civil servants who deal with education form the largest group, counting more than half of the total number. CSD has a database system which is closely linked with the Ministry of Finance.

NSHP: The National School Health Program (NSHP) is aimed at improving situations of health and education among pre-primary and primary school pupils and secondary school students. The objectives are to ensure that all the schools benefit from proper health education, have healthy and safe school environment, and have established health and caring services.

PEDP Quarterly Report: PO-RALG requires all primary schools to quarterly report the progress of PEDP implementation. LGAs summarize the quarterly reports from primary schools and submit them to the regional governments and the education unit in PO-RALG. PO-RALG produces a PEDP annual report in May.

TSED: Tanzania Socio-Economic Database (TSED) at National Bureau of Statistics is a national database and a national tool for disseminating social economic data. The advantage of TSED is that it is a tool not only to manage database but also to visually present the data with digital maps of LGAs and wards.

SED: Socio Economic Database (SED) is designed for the local government authority²² to collect, process, and report data and information. In line with the Local Government Reform Program, PO-RALG initially developed Local Government Monitoring and Evaluation (LGM&E) system with which a local government could monitor and evaluate its improvement in social service delivery and socio economic status.

Poverty Monitoring: Poverty monitoring at Vice President's Office has been taking place in the framework of PRSP. The 60 indicators selected for poverty monitoring are grouped into 12 sections. Human capability (education) is one of the 12 sections and has 10 indicators. These 10 indicators are basically provided to the poverty monitoring unit in Vice President's Office by MOEC at regular intervals.

²¹ Civil Service Department changed its name in 2003 and is now Public Service Management.

²² Local government authority means a district in most cases.

User Analysis

Purpose of Users

A number of data users, including departments in MOEC, NBS, PO-RALG and other ministries, use education data for making policies and plans in Tanzania. Education data are needed to ensure effective operation of education systems at the national, regional, council and school levels.

Ministries and other governmental organizations are responsible for the operation of education in Tanzania. They need to explain how education benefits Tanzanian citizens and how the budget for the whole education system has been spent. MOEC, PO-RALG, PO-PP and NBS are the main users with this purpose.

How Do They Get Data?

Education data are basically generated at the school level. MOEC has been functioning as a main hub to collect data and distribute raw and processed data to others. PO-RALG is, likewise, functioning to collect data from LGA and disseminate them in PEDP reports. Main ways for users to get the data are as follows.

- Basic Statistics in Education (BSE)
- Statistics Unit, Department of Policy and Planning, MOEC
- LGAs and Regions
- Other Government Publications/Reports

Problems Commonly Mentioned by Current Users

Following points are commonly mentioned by many users.

- Availability is still low
- Quality of data is low
- Data to indicate quality of education are not adequate
- Financial indicators are not adequate
- No data on pre-primary is available
- Accessibility of data is varied
- Presentation on current statistical publications is poor

Causality Analysis

The followings are main causes of the problem mentioned before.

- Too much data collected to be processed by MOEC
- Limited capacity of data providers and collectors
- Political or other Pressure
- Different organizations Independently collect data without linkages
- Lack of finance and inadequate logistical plan for publication
- Data not much utilized

Formulation of Routine Data Collection Framework

Process of formulating data collection framework

After the review of the existing education data collection systems and analysis of potential data users' needs it was then clarified that there would be a necessity of establishing a clear vision and policy for Education Management Information System (EMIS). In order to implement a comprehensive and effective education data collection framework, the EMIS Unit of MOEC, with assistance of the JICA Consultant Team, drafted the *EMIS Development*

Plan 2004-2007 in 2003. The *EMIS Development Plan* was designed as an action plan towards a nation-wide computerized data collection system.

The drafted *EMIS Development Plan* paper has been scrutinized by MOEC staff including the member of IA-TWG, and has been circulated to the stakeholders for their comments. The latest version of the *EMIS Development Plan* was updated in November 2004 specifying the linkage with other development plan such as Secondary Education Development Plan (SEDP) and Adult and Non-formal Education Development Plan. IA-TWG approved the *EMIS Development Plan* in late 2004 and the BEDC (Basic Education Development Committee) approved the plan in April, 2005.

Framework of EMIS Development Plan

The proposed EMIS will cover not only primary education but also all other categories related to education, such as secondary and tertiary education, and non-formal education.

The *EMIS Development Plan* consists of the following components:-

- 1) Capacity Building and Institutionalization
- 2) Development of Systems Software
- 3) Hardware Procurement and Installation
- 4) Program Management and Monitoring

Development and Consolidation of EMIS

Relationship between school mapping and micro-planning and EMIS

It should be noted that successful implementation of EMIS will be achieved through not only installation of computer hardware and software, but also capacity building of staff who will be involved in the data collection process. SM/MP2 provided staff at many council offices as well as schools with an opportunity to participate in the data collection and analysis process for the first time, and there are many similarities between the proposed EMIS data collection framework and the school mapping and micro-planning in terms of process of collecting, sharing and utilizing education data. Thus, it is expected that their experience through school mapping and micro-planning will facilitate them to transit to the proposed EMIS data collection framework.

Dissemination of education data

The *EMIS Development Plan* stipulates that EMIS will be a “user/dissemination oriented” system, and “comprehensive to cover various needs, corresponding with the government framework”. The most effective way to share the educational information beyond MOEC is now to establish a website which contains such information. The *EMIS Development Plan* also indicates that establishing website will enable MOEC to disseminate the education data processed by the proposed EMIS.

In response to the needs of MOEC, the JICA Consultant Team assisted MOEC to develop a proposed website contents plan in the course of EMIS assistance. A one-week workshop was organized by EMIS Unit and attended by most departments under MOEC. The JICA Consultant Team, in collaboration with EMIS Unit and a specialist from President Office, facilitated the workshop and shared some know-how to develop and maintain the website suitable for education ministry.

PART 6: WAY FORWARD

18. WAY FORWARD

Reorganize the System to Be Sustainable (Including EMIS)

The whole system should be rearranged so that the school mapping and micro-planning exercise could be sustained as a routine activity at the school, ward and council levels. The two-point essence of the reorganization is:

- 1) Separate school mapping from micro-planning; and
- 2) Revise TSM1 and 2 to replace the school mapping part.

The school mapping part can be separated from the micro-planning part and foregone altogether if the current school statistics system is renovated. Specifically, the TSM1 and 2 forms should be revised to accommodate the school mapping purposes at least partially and the Local Government Authorities (LGAs) should do data entry and processing on their own. This will substantially reduce the time and financial cost. Three principles are applied to reorganize them:

- 1) Designate TSM1 for those basic data to be mainly used by the MOEC and PO-RALG. The data, however, should be shared with Council/Town Councils.
- 2) Designate TSM2 for those data useful mainly for the Council/Town Council.
- 3) Ensure consistency with the past data, retain as many indicators as appropriate in the new forms. However, those data which are too detailed or redundant are omitted while new useful indicators are added from the questionnaire Part 1 used in SM/MP2.

With this improved data collection system combined with the school planning and council education planning parts, the entire system of “*school data collection, school planning and council education planning*” should look as illustrated in Figure 7.

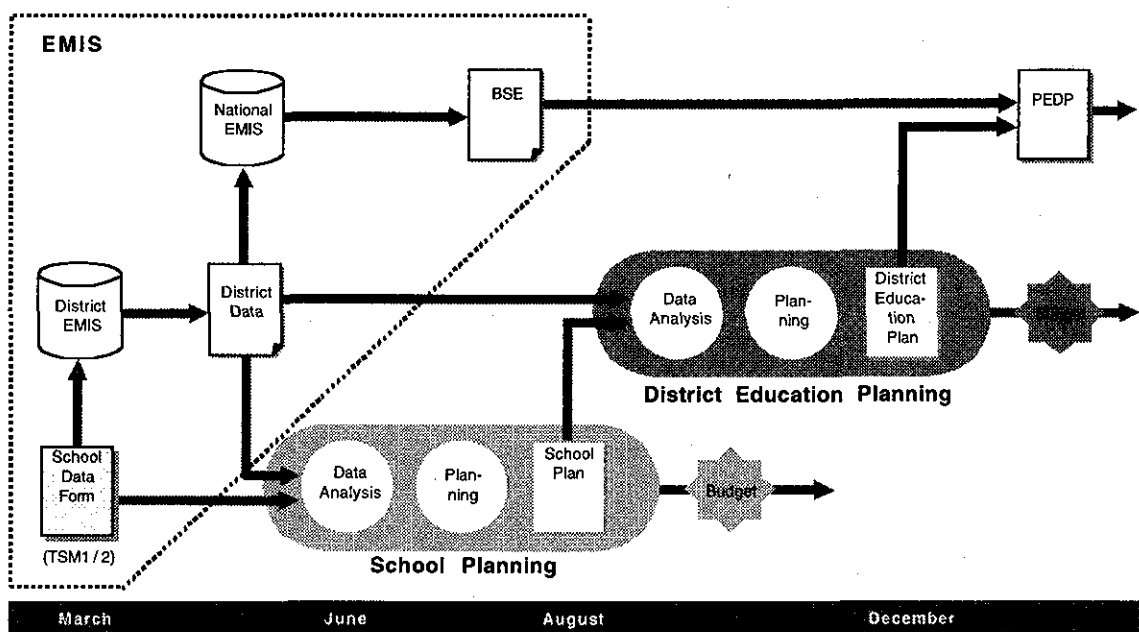


Figure 7 Modified System of School Data Collection, School Planning and Council Education Planning

The proposed modified system has following attributes:

- 1) The modified system starts from the new “School Data Form” in the lower left corner. It provides data both to school planning and to the new school data collection-dissemination system (or EMIS). No separate school mapping will be necessary.
- 2) Council aggregate data will be given to schools as an input to school planning.
- 3) Council aggregate data and school plans will be input to council education planning.
- 4) Council Education Plans and the BSE will form the basis for PEDP.

Train the Remaining LGAs on School Planning

As the PEDP goes into its fourth year and experiences accumulate, it has increasingly become clear that *school planning* is the crucial element of the whole process, whether to better implement the PEDP or to improve school conditions. It is highly regrettable that 27 LGAs have yet to receive formal training on the subject. The second stage should address this issue very seriously.

One proposal is as follows:

- 1) Make the *School Planning Handbook* created by SM/MP2 a supplement to the ADEM Manual (revise as appropriate) for school committee training;
- 2) Extend the PO-RALG-sponsored school committee training of school committee by three to five days;
- 3) Spend the extended period specifically on school planning using the supplement; and
- 4) Mobilize and assign DEOs, DPLOs, WECs or school head teachers who participated in SM/MP2, to nearby LGAs as experienced trainers.

With regard to council education planning, a separate effort will be necessary because the PO-RALG training does not deal with council-level activities. A possible arrangement will be:

- 1) MOEC should collaborate with PO-RALG to organize a training for council officers on council education planning in the LGAs which did not receive formal training yet;
- 2) Carefully coordinate the training with the school planning training not to coincide or not to separate too far;
- 3) Use the *Council Education Planning Handbook* created by SM/MP2 as the textbook (revise as appropriate); and
- 4) Mobilize and assign DEOs or DPLOs who participated in SM/MP2, to nearby LGAs as experienced trainers.

Strengthen the Notion of School Management

Admittedly, most of Tanzania’s primary schools are faced with a myriad of difficulties that tend to negate the very notion of school-based management. Many are located in peripheries, denied adequate means of transportation or communications. They are commonly understaffed, poorly built, ill-equipped, and short of funds. At the same time, every school is held on the strong command line from the council. In reality they have little to “manage” at their own discretion. Nonetheless, the experiences show that schools could perform better with their own initiative and strong community support. Schools should be given authority to manage school affairs more independently with whatever resources they have. Some core proposals will follow.

School-based management by the school committee. The school committee should take the lead to manage school. School head teacher should facilitate the committee’s work.

School planning as a core function of the school committee. At the core of the school committee's work is school planning. The school plan should be revised or updated annually by the committee.

Community participation sought by the school committee. The school committee should keep close linkage with village or mtaa leadership. A wider participation by community members should be sought through village or mtaa authority.

Allocate more budget for development grant and capitation grant using a formula. The current levels of the school grants initiated by the PEDP are inadequate. It should be such that every school could receive some amount of development grant each year. The current practice with the development grant is that the limited amount of funds is allocated according to the "magnitude and urgency of needs." An alternative and more reasonable way is applying a kind of formula-based allocation.

Empowering WECs. WECs are the personnel who should play a key role in this new school management system, interconnecting schools in the ward and linking the schools to the LGA. Every WEC should be provided a bicycle and some operational funds.

Council officers assigned by area, not by specialty. For LGA to pay consistent attention to schools and work jointly with WECs, reassign council officers according to geographical areas. Some DEOs, on the other hand, support a different organizational structure where WECs collectively report to four council officers in charge of respective specific fields.

What Other Countries Can Learn from the Tanzanian Experience

Planning as a Tool for Societal Change

Societal changes which took place throughout Tanzania as a by-product of this exercise are not insignificant. On the contrary, they are extremely valuable in the light of education development of the country. This experience teaches others that they could and should pursue behavior change (or social marketing) purposely when promoting a school planning exercise. A school planning program carefully designed to facilitate social marketing will do a superb job.

Plans Are There to Be Funded

It has been highly beneficial for Tanzania to have SM/MP2 go hand in hand with the PEDP, which for the first time started the development grant scheme in Tanzania. Significant social marketing effects (e.g., higher awareness and motivation) were possible because the school plans they prepared could be funded with development grants.

As many similar exercises throughout the world showed, planning for the sake of planning is useless and waste of time and money. Planning is only meaningful when the plan is funded to implement. Only when their plan has a possibility to come true, people commit themselves to the exercise and, ultimately, to change. The Tanzanian experience univocally testifies for this simple dictum.

Educational Development through Community Participation

When communities are underdeveloped and poor, community participation may seem inappropriate or irrelevant. It is not true. As many schools and communities proved in SM/MP2, poverty is not the reason for a community to lag behind in educational development. Lack of awareness and commitment is. What the Tanzanian experience tells us is that many

people think it an honor to participate in school affairs or help school with donation. This notion may have something to do with their social tradition and, in the time of accelerated national development, is extremely valuable. Many Tanzanian communities proved that it is the right strategy for educational development.

Difficulty of Bottom-Up Planning and How to Overcome It

Tanzanian experience has highlighted four particular difficulties underlying bottom-up planning:

First difficulty is with consistency. It takes a tremendous amount of effort on the part of council officers to make the council education plan strictly consistent with individual school plans which usually count over 100 in an LGA. All school plans need be reviewed and the council education plan should incorporate them some way or other under the council's vision of educational development. In theory, consistency is possible under this system but in practice, particularly when time is limited (and it always is), it is a very elusive objective.

Second difficulty is with priority. To set priority among alternative objectives or actions under resource constraint is not so easy as it appears. This problem arises twice during the bottom-up planning exercise. First time is at school. For school committee members, setting priority is perhaps the most difficult part to do. Priority setting again becomes a riddle at council. How can they judge which schools or which actions deserve priority from among hundreds of them? If done rigorously, it would take a long time or a number of personnel or both from resource-hungry LGAs.

Third difficulty is quality aspect of school planning. The words of "*Quality Improvement*" are often stated as school objectives, however, in reality an action plan usually describes physical betterment of classrooms and/or teacher's houses. Is this wrong? It is obvious that a number of schools urgently need physical rehabilitation. Moreover, PEDP Development Grant is meant for construction of classroom and teacher's quarters. More funds based on a school plan should be granted, and quality issues should be discussed further.

Fourth difficulty is with "wish list plans." Many plans, particularly school plans, have turned out little more than a list of dream-like wishes they cherish. This phenomenon is strongly associated with bottom-up planning because the process tends to encourage people's free imagination without specifying the budget available to them at the beginning.

What the Tanzanian exercise suggests is how wrong or inappropriate the notion of "plan first, budget next" is when bottom-up planning is concerned. At the bottom or school level, it should be *vice versa*: "budget first, plan next." One way to allocate school budget in advance without relying on school plans is formula-based allocation. Tanzania recently adopted this method in 2004 to allocate educational recurrent budget from the central government to the local governments. This same method can easily be applied one step downward from the local (council) government to schools.

