## 7.    IMPLEMENTATION

Progress of school mapping and micro-planning activities in Term 1 by LGA is shown in Table 2.6 at the end of this chapter. The table includes both the training and the actual implementation of school mapping and micro-planning.

### 7.1    School Mapping

Upon completion of the ward-level training, schools started administering school mapping questionnaires. There were 5 separate questionnaires as described in Section 5.1. 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 data collection normally took 5-6 days and most of the schools completed the data collection by mid-June.

The school data were then aggregated at the ward level by WECs and brought to the council education office for computer data entry. Data entry and consolidation were done at the council level using computers, so that consolidated data would be used for council planning. 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. All but one LGA completed the school mapping exercise by the end of October while the last LGA completed in the second week of November, which was one month behind the schedule.

### 7.2    School Planning

As shown in Table 2.6, actual 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. 12 out of 16 LGAs completed school plans by the end of September and the last LGA completed in mid November.

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 JICA Consultant Team initially assumed that school planning would take 5 days. The results showed that the time spent for school planning varied from 3 to 10 days, among which 3-5 days were the most common. A 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 participated a school planning workshop.

The School Development Plan was then submitted to the Village Assembly for approval and one copy was also submitted to the WEC in charge for aggregation and preparation

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[18]    The questions are as follows:
    Part 1, Question 1: How many textbooks does your school have?
    Part 1, Question 2: How many Teacher's Guides does your school have?
    Part 4, Question 1: What is the population composition of your village/mtaa?
    Part 4, Question 2: How many children in your village/mtaa are attending primary school?
    Part 4, Question 3: How many children in your village/mtaa are attending COBET school?

of a summary report for submission to the LGA.

## 7.3    Council Education Planning

As described in *Section 7.1*, 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.    Furthermore, they were again pushed forward because of several important events such as Primary School Leaving Examination (PSLE) and PEDP School Committee Training and Workshops.    Some LGAs started planning late September or early October while others were not able to start it until November.    One LGA finally could start early January.

The Council Planning was planned to take 10 days; five days for plan formulation and five days for report writing.    Around ten council officers were supposed to be involved. However, 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.

In general during the first several days (3-5 days) participants of the council planning activity reviewed school mapping results, ward summary reports of school plans together with school plans.    After that, they brainstormed and made notes for formulating a final report.    In the remaining days, selected members of those council officers together with the Facilitator from the sub-contractor team assembled the notes and put them in logical and sequential order to produce a final Council Education Plan.

Table 2.6 Progress of School Mapping and Micro-Planning in Term 1

| Region | LGA | Facilitator | School Mapping | | | | Micro-Planning | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | | Council-level training | Ward-level Training | Data Collection | Data Entry and Analysis | Council-level training | Ward-level Training | School Planning | Council Planning |
| Kigoma | Kigoma DC | A. Mrutu | May 21-22 | May 27-28 | June 2-6 | July 21-Oct 31 | July 28-Aug 1 | Aug 2-31 | Aug 30-Sept 30 | Dec 1-2 |
| | Kasulu DC | K. Fortunata | May 27-28 | May 29-31 | June 2-6 | July 23-Nov 11 | Aug 5-8 | Aug 19-24 | Aug 25-Sept 5 | Jan 5-17 |
| Lindi | Lindi DC | C. L. Abayo | May 23-24 | June 2-5 | June 9-13 | July 21-Sept 26 | July 29-Aug 2 | Aug 11-22 | Aug 25-Sept 12 | Sept 29-Oct 10 |
| | Liwale DC | K. M. Fragrance | June 6-7 | June 9-10 | June 12-17 | July 28-Oct 13 | Aug 4-6 | Aug 8-10 | Aug 11-22 | Nov 24-Dec 6 |
| | Nachingwea DC | E. Wamlyoma | June 4-5 | June 6-7 | June 10-14 | July 23-Oct 10 | Aug 4-8 | Aug 25-29 | Sept 11-Oct 10 | Nov 26-Dec 8 |
| Mbeya | Mbeya (U) | A. Munisi | May 20-21 | May 26-27* | June 16-20 | Sept 1-Oct 10 | Aug 18-21 | Aug 25-29 | Sept 1-12 | Nov 14-24 |
| | Mbozi DC | E. Bitegeko | May 27-28 | May 30-31 | June 3-7 | July 16-Sept 6 | July 30-Aug 3 | Aug 9-20 | Aug 20-30 | Oct 1-14 |
| | Rungwe DC | J. Ng'wanisande | May 26-27 | May 29-30 | June 2-6 | July 21-Oct 15 | Aug 25-28 | Sept 1-5 | Sept 8-19 | Oct 17-26 |
| Rukwa | Mpanda DC | Y. H. Mayani | May 29-30 | June 2-3 | June 4-8 | July 21-Oct 10 | Aug 22-26 | Aug 29-Sept 6 | Sept 8-20 | Nov 3-28 |
| | Sunbawanga (R) | H. Kissaka | May 28-29 | June 3-4 | June 19-23 | July 18-Oct 15 | Aug 28-Sept 7 | Sept 8-12 | Sept 22-Oct 11 | Dec 1-10 |
| Ruvuma | Songea TC | J. R. Marango | May 29-30 | June 2-3 | June 5-9 | July 16-Sept 16 | Aug 13-17 | Aug 18-22 | Aug 25-Sept 4 | Sept 29-Oct 8 |
| Tanga | Handeni DC | P. L. Manatte | May 22-23 | May 26-27 | May 28-June 1 | July 28-Aug 1 | July 28-Aug 1 | Aug 6-10 | Aug 11-20 | Oct 27-Nov 5 |
| | Kilindi DC | G. Kalumuna | May 22-23 | May 26-27 | May 28-June 1 | July 28-Aug 1 | July27-Aug. 1 | Aug 6-10 | Aug 11-20 | Sept 2- Oct 9 |
| | Korogwe TC | F. Mukyanuzi | May 20-21 | May 22-23 | May 26-30 | Aug 4-Oct 31 | July 28-Aug 1 | Aug 4-8 | Aug 13-22 | Nov 19-28 |
| | Lushoto DC | F. Mkwawa | May 26-27 | June 4-5 | June 6-10 | Aug 11-Oct 31 | Sept 18-19 & Sept 29-Oct 1 | Sept 29-Oct 11 | Oct 12-Nov 14 | Nov 25-Dec 5 |
| | Muheza DC | R. Upor | June 2-3 | June 9-10 | June 16-20 | Aug 6-Oct 25 | Aug 11-15 | Aug 18-29 | Oct 20-31 | Dec 1-11 |

*Note: (U) means Urban, and (R) means Rural*

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## 8. MONITORING

### 8.1 Monitoring Method

Different monitoring methods were used depending on the activities being monitored such as discussion with facilitators and participants, observation of activities, and administering of simple post-activity evaluation questionnaires. The JICA Consultant Team members monitored training, data collection and planning activities over an extended period (May–October 2003). To ensure that the monitors should consistently employ the same viewpoints and criteria, a set of monitoring sheets (some in the form of simple post-activity evaluation questionnaires for trainees and participants) was developed prior to the monitoring. Main questions or criteria were as follows:

*Training on School Mapping*

1) Do you understand the school mapping procedure well to do monitoring?
   (For DEOs)
2) Are you confident enough to conduct school mapping training at ward?
   (For WECs/WEOs)
3) Are you confident enough to conduct school mapping activities?
   (For School Committee members)
4) Is the *School Mapping Handbook* clear to you?
   (For facilitators/DEOs/WECs/WEOs/head teachers)
5) Are the Questionnaire Part 1~ 5 clear to you?
   (For head teachers/teachers/School Committee members)
6) Is the Financial Management Material clear to you?[19]
   (For DTs/council education coordinators/WECs/WEOs)
7) Do you think the behavior or the way of talking and acting of the Facilitator was good? (For DEOs/WECs/WEOs)
8) Do you think the behavior or the way of talking and acting of the WEC/WEO was good? (For School Committee members)

*School Data Collection (For School Committee members)*

1) Did you understand the school mapping procedure when the WEC/WEO explained to you?
2) How far have you finished the questionnaires?
3) Which questionnaire part was the most difficult to do?
4) Do you think 10 days for data collection and tabulation are/were enough for you?
5) Do you think the funds for data collection and tabulation for school are enough?

*Council-level training on Micro-planning (School and Council)*

Before training:   Awareness of council officers
                   Communication between the Facilitator and council officers
                   Preparedness of council officers for the micro-planning exercise
During training:   Clarity of explanation on the training schedule

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[19] A short guidance was attached to the *Handbook* to instruct how to manage the funds appropriated for the exercise.

Clarity of explanation on the concept of micro-planning
Clarity of explanation on the practice of micro-planning
Attractiveness of the Facilitator's explanation and delivery
Reaction of the participants to the training materials
Consistency among the materials
Punctuality of participants
Pro-activeness of participants
Constructiveness of discussion
Appropriateness of the venue

After training:      Confidence of participants
Depth of participants' understanding

*School Planning*

Before exercise:     Commitment of council officers
Organizational arrangements
Communication between ward officers and the village/school authorities
Sensitization of village community

During exercise:     Ability of the head teacher, school committee chairperson and VEO to organize the planning exercise
Ability of chairperson to facilitate the planning exercise
Ability to follow the guidelines in the *Handbook*
Availability of facilities and materials suitable for the planning exercise
Appropriateness of the venue
Composition and participation of the planning team

After exercise:      Communication and coordination between school authorities and ward officers regarding the draft plan
Quality of the draft plan

## 8.2   Monitoring Process

At different stages of training and implementation of school mapping and micro-planning, the JICA Consultant Team visited targeted LGAs, wards and schools to monitor the activities.   The main purposes of the monitoring were to understand what constraints people were facing at different levels in relation to the school mapping and micro-planning exercise and to complement the cascade system by putting direct technical inputs by the JICA Consultant Team.

Table 2.7 summarizes the monitoring program in Term 1 as carried out by the JICA Consultant Team between the months of May and October 2003.

Table 2.7 Monitoring Schedule (Term1)

| | Date | Monitoring on: | Member |
|---|---|---|---|
| 1 | May 18-23 | Council-level Training for School Mapping in Mbeya Region | Y. Aizawa<br>C. Mwansanga* |
| 2 | May 19-23 | Council-level Training for School Mapping in Tanga Region | P. Gandye<br>K. Sato |
| 3 | June 1-6 | Ward Training and Data Collection for School Mapping in Kigoma Region | K. Sato<br>C. Mwansanga* |
| 4 | June 18-21 | Council-level Training for School Mapping in Tanga Region | P. Gandye<br>Y. Aizawa |
| 5 | July 14-23 | Council-level Training for Data Consolidation in Mbeya, Ruvuma and Rukwa Regions | P. Gandye<br>C. Mwansanga* |
| 6 | Aug 5-9 | Ward Training for School Planning in Tanga Region | P. Gandye<br>C. Mwansanga* |
| 7 | Aug 18-22 | Ward Training for School Planning in Tanga Region | P. Gandye<br>S. Kamei** |
| 8 | Sept 9-13 | School Planning in Lindi Region | P. Gandye<br>K. Sato<br>M. Watanabe |
| 9 | Sept 19-22 | Council-level Training for Micro-planning and Micro Planning in Tanga Region | P. Gandye<br>K. Sato<br>M. Watanabe |
| 10 | Oct 12-21 | School Mapping and Micro-planning in Mbeya and Rukwa Regions | P. Gandye<br>N. Toyomane |

\* An assistant to JICA Consultant Team
\*\* JICA Education Advisor at JICA Tanzania Office

Table 2.8 shows the monitoring schedule by LGA. Monitoring was conducted at different stages of the school mapping and micro-planning activities. All 16 LGAs were visited at least once and many were visited more than once.

Table 2.8    Monitoring Activities by LGA in Term1

| | Type of Monitoring Activities | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | School Mapping | | | | Micro-Planning | | | |
| | Council-level training | Ward-level Training | Data Collection | Data Consolidation | Council-level training | Ward-level Training | School Planning | Council Planning |
| Muheza DC | May 19-23 | | June 18-21 | | | Aug 18-22 | | |
| Korogwe TC | May 19-23 | May 19-23 | June 18-21 | | | Aug 5-9<br>Sept 19-22 | Sept 19-22 | |
| Lushoto DC | | | June 18-21 | | Sept 19-22 | | | |
| Handeni DC / Kilindi DC | May 19-23 | | | Sept 19-22 | | Aug 5-9 | Aug18-22<br>Sept 19-22 | |
| Lindi DC | | | | | | | Sept 8-13 | |
| Nachingwea DC | | | | | | | Sept 8-13 | |
| Liwale DC | | | | | | | Sept 8-13 | |
| Songea TC | | | | July 14-23 | | | | |
| Mbeya (U) | May 18-23 | | | July 14-23 | | | | |
| Rungwe DC | May 18-23 | | | | | | Oct 12-21 | Oct 12-21 |
| Mbozi DC | May 18-23 | | | July 14-23 | | | Oct 12-21 | Oct 12-21 |
| Sumbawanga DC | | | | July 14-23 | | | Oct 12-21 | |
| Mpanda DC | | | | | | | Oct 12-21 | |
| Kigoma DC | | June 1-6 | June 1-6 | | | | | |
| Kasulu DC | | | June 1-6 | | | | | |

(U): Urban,    (R): Rural

The team sometimes quietly observed scenes of training and implementation and on other occasions participated more actively to support the facilitator and assist the participants. In case of training activities, monitoring sheets were administered to have participants' feedback. During the monitoring the team tried to visit as many schools as possible, interviewed head teachers and teachers and listened to their opinions and comments.

## 8.3 Monitoring Results (Review of Process)

The JICA Consultant Team members identified positive and negative aspects of the process of the school mapping and micro-planning exercise. The results also became the basis of proposals for the Term 2 process.

### 8.3.1 Review on School Mapping

In order to substantiate strengths and weaknesses found during the school mapping process, this section gives the major findings by activity through monitoring activities. Table 2.9 shows a summary of those aspects.

Table 2.9  Summary of Findings of School Mapping

| Activities | Strengths | Weaknesses |
|---|---|---|
| Before Data Collection | - Clear and easy-to-use Handbook | - 5 part questionnaire too voluminous |
| Data Collection | - Head teacher showed leadership<br>- WECs oversaw the exercise well | - Faulty data due to insufficiently defined questions and inappropriate modification of the questionnaires<br>- Some schools not following instructions (particularly Part 3)<br>- Monitoring not sufficient by council officers and Facilitator<br>- WEOs and VEOs not so effective as expected |
| After Data Collection | - Council officers worked on data entry<br>- Neatly tabulated council summary tables<br>- Facts leading school head teachers to realize school problems | - Delay in installation of computer program<br>- Shortages of computers<br>- Technical glitches with the computer program<br>- Computer program hard to use<br>- The consolidated data not utilized in school planning due to delay |

**Before Data Collection**

One of the strengths identified during monitoring was appreciation on *School Mapping Handbook* by users. For example, more than 90 percent of the participants at the council-level training for School Mapping at Mbeya MC showed positive reaction toward quality of the handbook regarding its clarity. No negative opinion was identified with regard to clarity and usability of the handbook even during monitoring at different target LGAs.

The weakness on the other hand was voluminous questionnaire consisting of 5 parts: about school (Part 1), about teachers (Part 2), about pupils (Part 3), about village/mtaa (Part 4), and about school committee (Part 5). Given limited human resources at council and community level, compilation and consolidation of data in parallel with

various coinciding activities were not easy tasks. Coinciding activities included regular activities such as preparation for PSLE mock examinations at council level for which head teachers needed to be away from their schools for a certain period, and irregular activities such as the PEDP training of trainers (TOT), initiated by PO-RALG utilizing the manuals prepared by ADEM.

**Data Collection**

Among the strengths identified is the magnitude of a head teacher's and WEC's roles in the school mapping activities. The head teachers played a critical role in collecting and compiling school data for Part 1, Part 2, and Part 3, and even for Part 5 in some cases, which was supposed to be done by the school committee chairpersons.

WEC's active participation was also prominent in the school mapping process. The JICA Consultant Team in fact observed during monitoring in Muheza DC that a number of WECs appreciated to be part of the process as among the essential actors. Due to their willingness the WECs became an indispensable part of the process.

Weaknesses identified include mainly four points. First, faulty data were generated since some questions in the questionnaire were not sufficiently defined. For instance, the answers might not be reliable to the question of Part 4, "how many children in your village/mtaa are attending primary school?" since some respondents included the number of children coming from different villages to attend a school in the village while the others did not. Another example of faulty data generation was due to distribution of two different kinds of the questionnaires to some LGAs. One was the official version prepared by the JICA Consultant Team while the other was the inappropriately modified version by the sub-contractor. The latter was mixed up with the official version in some LGAs.

Second, some schools did not follow instruction for the questionnaire Part 2 and Part 3. Part 2 was the questionnaire about teachers. The questionnaire instructed that each teacher should fill the questionnaire in complete freedom and without under pressure from the head teacher, however, there were many cases on which teachers did not feel comfortable to reveal their honest views before their head teachers. Consequently, many teachers gave more accommodating responses even though they were not their honest views. In some schools teachers were asked to write down their responses anonymously, it was easier for them to express their own views. Part 3 was the questionnaire for pupils and was supposed to be administered by representatives from pupils under assistance of the head teacher so that pupils can give responses honestly and freely. The JICA Consultant Team however detected during monitoring in Kasulu and Kigoma DCs that in some schools, teachers administered the questionnaire Part 3 instead of pupils. The reasons were that some head teachers felt that pupils alone was unable to conduct the task properly or that they were afraid of negative responses by pupils which might be interpreted by the council education office as indication of bad school management.

Third, monitoring was not sufficiently done by council officers and facilitators. This was due to lack of funds and transport facilities. Some councils such as Mpanda DC were expecting to utilize PEDP monitoring funds for such activities but the funds came

late. The JICA Consultant Team however found that in some councils such as Muheza and Korogwe TCs, council officers frequently visited wards and schools regardless of critical problem of lack of transport facilities utilizing their own resources available.

Fourth, WEOs and VEOs were not as effective as expected. During monitoring in Mbozi and Sumbawanga DCs, the JICA Consultant Team found through discussion with DEOs that WEOs and VEOs were not as effective as head teachers and WECs. Possibility of replacing WEOs and VEOs by village chairpersons and assistant head teachers was suggested.

**After Data Collection**

One positive observation that can be made about the exercise is that council officers worked very hard to process education data compiled at school level. As a result, council data was neatly tabulated and included in the school mapping report.

The other positive observation is that school mapping exercise largely benefited the participants of the activities, particularly head teachers in a sense that the exercise made them realize the magnitude of school problems. In fact, during monitoring in Mbozi, Sumbawanga, and Mpanda DCs, the JICA Consultant Team found that head teachers had seen the benefits of the school mapping exercise since it helped them understand the reasons for low academic performance.

Weaknesses on the other hand are summarized in five major shortcomings. First, installation of a computer program took much longer time than expected. One of the reasons was that some LGAs had no computer to use for this exercise and had one brought from Dar es Salaam, which took some time to arrange. Another reason was that the computer program prepared for SM/MP2 was designed for Microsoft Window 2000 while the operating system installed in some computers was another version and needed reinstallation or upgrading.

Second, many LGAs faced a shortage of computers. Very few LGAs could use a computer wholly for this exercise and most LGAs had to use one computer for different tasks, due to which data entry and analysis took longer time than expected.

Third, technical glitches with computer program caused a serious problem for data entries. During monitoring in Mbozi DC, the JICA Consultant Team detected that the computer program prepared by the sub-contractor had some shortfalls such as no accommodation in data entries for a village or Mtaa with more than one school, and some mismatch between the questionnaires and the program.

Fourth, the computer program was difficult to maintain. The JICA Consultant Team also found that the computer program was fairly easy to enter data but very difficult to maintain. In such case of shortfalls of the computer program as explained earlier, it was hardly possible for council staffs by themselves to readjust the program.

Fifth, consolidated data were not fully utilized in school planning due to delay in data entry. Delay of the data entry happened in all target LGAs except Handeni and Kilindi DCs. The reasons behind that include redoing of data collection due to faulty data

collection especially for Q1-2 in Part 1 and Q 1-3 in Part 4, as well as other reasons
explained above.

## 8.3.2   Review on School Planning

Table 2.10 shows a summary of findings identified through monitoring activities by the
JICA Consultant Team.

Table 2.10   Summary of Findings of School Planning

| Activities | Strengths | Weaknesses |
|---|---|---|
| Before School Planning | - Clear and easy-to-use Handbook | - Training too short; more time be given to group work |
| School Planning | - Smooth implementation<br>- School Committee members realizing school's real situation and problems | - Head teacher overwhelmed by multiple activities (PSLE, Uhuru Torch, PEDP training, etc. )<br>- Monitoring not sufficient by council officers, facilitator |
| After School Planning | - Good School Plans as the first attempt | - *Some unrealistic plans*<br>- Clear indication that quality of the plans correlated with the facilitator in charge<br>- Question remains how to finance the plans |

### Before School Planning

Although the *School Planning Handbook* still needs some further improvement, the
handbook was in general perceived by users as clear in its logic and user friendly.   In
fact, 26 out of 27 participants (facilitators and DEOs) of Facilitators Training for micro-
planning held at Dar es Salaam answered that the handbook was "very clear" or "clear".
The JICA Consultant Team also confirmed during monitoring in Lushoto DC that all
respondents from participants (WECs, WEO, and council officers) in Council-level
training answered the handbook was "very clear" or "clear".

Duration of the training for school planning however might be too short.   Some
participants in the training held in Lushoto DC answered that the training was too short
though they responded "very much confident" or "very confident" of conducting school
planning activities after the training.

### School Planning

In general, the school planning process was smoothly done at school, ward, and council
levels.   Council-level Training, Ward-level Training, and school planning were
generally in sequence.   As a result, all of the target primary schools managed to
prepare a school plan.   Through school planning process, school committee members
were able to identify the real situation and problems of the school.

However, as in the process of school mapping, the head teachers had to deal with
coinciding activities in parallel with school planning.   The JICA Consultant Team
found during monitoring in Lushoto, Korogwe, Handeni, Mbozi and Sumbawanga DCs,
that the head teachers made considerable efforts to handle school planning with
coinciding activities such as PSLE, PEDP training for trainer (TOT), and Uhuru Torch.

As in the school mapping process, monitoring by council officers and Facilitators was not sufficient. The major reasons were due to lack of funds and transportation. It was particularly difficult for LGAs with relatively larger and mountainous areas to monitor the activities from time to time.

**After School Planning**

School plans prepared by each school of the 16 target LGAs are fairly good in terms of following the handbook as the first attempt maintaining a certain level of quality. Facilitated by the head teachers, most of the school committee members at least followed the planning steps of the handbook to some extent although interpretation of the concepts included in the handbook slightly differed among schools.

Some school plans however were not realistic including a long wishful list, in which funds are hardly ever allocated to all activities included. This was because those who participated in the planning did not seriously take into consideration the step of resource identification in order to know the expected ceiling for school plan in advance. At the same time, more stress on identification of budget ceiling should have been placed in the handbook.

The quality of school plan after all largely hinges on how actively, skillfully, and precisely the facilitator assists the school planning process.

After achievement of school plan preparation, the question remains how to finance school plans under the circumstance that the allocation of the capitation and development grant is standardized for specific purposes to some degree.

### 8.3.3 Review on Council Education Planning

Table 2.11 shows summary findings in regard to micro-planning at council level identified during monitoring by the JICA Consultant Team.

Table 2.11 Summary of Findings of Council Education Planning

| Activities | Strengths | Weaknesses |
|---|---|---|
| Before Council Planning | - Clear and easy-to-use Handbook | - Scheduling very difficult for council officers |
| Council Planning | N/A | - Some DEO lacking awareness, seriousness |
| After Council Planning | N/A | - Some unrealistic, wishful plans<br>- In some LGAs, facilitator helped the council officers to write the plan<br>- Question remains how to finance the plans |

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

**Before and During Council Planning**

One of the strengths identified was quality of the training handbook. Likewise the other handbooks for SM/MP2, *Council Education Planning Handbook* was evaluated clear in its logic and user friendly. The results of the evaluation sheet distributed at

Facilitators Training held at Dar es Salaam in June 2003, most of the participants (Facilitators and DEOs) found the handbook to be "very clear" or "clear". These responses from the participant were inevitable since the logic used in *Council Education Planning Handbook* is the same as in *School Planning Handbook*, which was also evaluated as an easy-to-use handbook. Modification is however necessary for further improvement by reflecting the experience of the Term 1 process.

On the other hand, weaknesses identified were difficulty of scheduling and lack of awareness and seriousness of a few council officers. The scheduling of Council-level Training for micro-planning was troublesome for these council officers due to other national commitments. Owing to pressure of other commitments, many council officers were unwilling to participate in Council-level Training for micro-planning as in the case of Nachingwea DC for instance.

Lack of seriousness and awareness of council officers were reported from several Facilitators in the course of council planning. The major reason of "lack of seriousness" was low incentive for them, more specifically lower rate of DSA than other workshops or the rate based on the government regulation. "Lack of awareness" might be solved by consistently stressing more about the significance and magnitude of the school mapping and micro-planning activities at sensitization seminar and training and even in the course of the activities. The rate of DSA at the same time should be reviewed for Term 2.

**After Council Planning**

As in school plans, some of the council report were "wishful plans". In the most wishful case, total cost estimate of the plan was Tsh 81 trillion whereas the resources identified in the planning process was Tsh 87 billion. Resource Identification Sheet, supposed to be included in the annex section of the report, was not included in some cases. Three reasons possible for the omission of the sheet are: i) available resources were not identified, ii) available resources were identified but the sheet was not attached inattentively, and iii) available resources were identified but the sheet was not attached purposely. In all cases, one solution could be more stress on "identification of budget ceiling" and "preparation of pragmatic plan" in the handbook.

For some cases, it seems that Facilitators reluctantly wrote part of the plans instead of council officers concerned due to delay of the process and lack of awareness and seriousness of council officers. Those Facilitators who helped writing the reports might have been caught in dilemma of choosing between a sense of ownership without a smart output or a smart output without a sense of ownership.

Above all, the question remains how to finance the plans under the circumstance that budgets will be limited while many LGAs have a wishful list of the activities.

### 8.3.4 Major Problems and Counter Measures

Major problems or limitations identified through the review on the school mapping and micro-planning process include low DSA rates, overloaded or overlapping activities of

officers and head teachers, lack of monitoring by different levels of actors, and others. They are direct and indirect causes of the weaknesses identified through the earlier review. Table 2.12 summarizes those major problems or limitations identified and counter measures to be taken.

Table 2.12   Summary of Problems/Limitations and Counter Measures

| Problem/Limitation | Counter Measures | Actor |
|---|---|---|
| Low DSA rates | Raise the rates | JICA Consultant Team<br>JICA HQs |
| Overlapping official activities at council | (No solution) | |
| Overloading school head teachers | Involve assistant head teachers | JICA Consultant Team |
| Lack of monitoring by MOEC | Coordination with JICA Consultant Team | MOEC<br>JICA Consultant Team |
| Lack of monitoring by council officers | Raise awareness of DEO<br>Involve inspectors | MOEC<br>PO-RALG<br>JICA Consultant Team |
| Lack of monitoring by facilitator | Provide adequate budget | JICA Consultant Team<br>JICA HQs |
| Ineffective trainees | Reselect trainees | JICA Consultant Team in consultation with MOEC, PO-RALG |
| Too short school planning training at council level | Allocate longer time | JICA Consultant Team<br>JICA HQs |
| Too voluminous SM questionnaires | Select questions<br>Utilize TSM 1 and 2 data more explicitly | JICA Consultant Team in consultation with MOEC, PO-RALG |
| Inappropriate adjustments to the original questionnaires | Proper checking | JICA Consultant Team |
| Inappropriate computer program for data consolidation | Replace with a simple one | JICA Consultant Team |

**Low DSA Rate**

Low DSA rates were, among others, serious problems, which partially affected smooth implementation of the school mapping and micro-planning process since they lowered the willingness of some participants to be committed to SM/MP2. The rates of DSA applied for Term 1 were much lower than the rates based on the government regulation adopted by Civil Service Department. However, the rates issue was not a matter for some officers since the school mapping and micro-planning process or similar process might be internalized as part of routine work at school, ward, and council levels in the future. This issue needs further consideration for Term 2 process.

**Overloaded or Overlapping Activities of Council Officers and Head Teachers**

Council officers and head teachers involved in the process faced a lot of coinciding activities while they were sharing their time for the school mapping and micro-planning activities. The basic idea of the school mapping and micro-planning process on the other hand is to internalize the activities as routine process by enhancing skills and knowledge at school, ward, and council level in a sustainable manner. The increased activities thus should be taken as granted by those concerned to a certain extent. Some improvements however should be considered. For instance, assistant head teachers can be directly involved in the process in Term 2 in order to relieve head teachers.

**Lack of Monitoring by MOEC, Council Officers, and Facilitators**

Lack of monitoring by MOEC, council officers, and Facilitators affected various aspects of the process. Monitoring is essential in this kind of process carried out in a cascade system in light of raising awareness of participants concerned at different levels, encouraging participants to be committed to the process, adjustment of the process when necessary, and provision of appropriate advice. Lack of monitoring in school mapping and micro-planning process was mainly due to lack of funds, lack of transportation, and lack of awareness particularly of some DEOs. Some measures need to be taken in Term 2. For instance, more funds probably need to be provided to Facilitators to stay longer in the LGAs and work more closely with DEOs.

**Ineffective Trainees**

During monitoring activities, the JICA Consultant Team found that councilors, WEOs, and VEOs were not as effective as primarily expected. In stead, head teachers, village chairpersons, and WECs were in general highly motivated regardless of low level of incentive in monetary terms. This implies that the people being closer to or experiencing their real life in the village are more aware of the significance of the process while some are indifferent to the process being psychologically away from the real life in the village and become efficient only with DSA not magnitude of the process. Reselection of trainees should be considered for more efficient implementation of Term 2.

**Too Short Council-level Training on School Planning**

The team found during the course of monitoring that the school planning training at council level was too short for some LGAs. More group activities on each of the steps included in *School Planning Handbook* could have been adopted. Two measures are possible: making the duration of the training longer and simplifying *School Planning Handbook*.

**Insufficient Adjustment to the Questionnaires**

Two problems regarding the questionnaires affected smooth implementation of the school mapping and micro-planning process. First, questionnaires were too voluminous for the participants concerned to complete. Voluminous questionnaires resulted in considerable amount of time spent by head teachers facing other coincidental activities besides routine activities. There is more possibility of erroneous data as the volume of questionnaires increase. Measures taken could be simplifying the questionnaires by increasing optimum utilization of TSM1 and 2, which is already routinely operated in the existing mechanism. Some sharply focused questions could be added and some unfocused one should be either simplified or dropped.

Second, some of questionnaire distributed by the sub-contractor were faulty. The JICA Consultant Team detected during monitoring that there were two types of questionnaires distributed in some area. One was the questionnaire finalized by the JICA Consultant Team while the other was the ones inappropriately modified by the sub-contractor. The JICA Consultant Team should ensure that in Term 2 only questionnaire approved by

the team are distributed.

**Inappropriate Computer Program for Data Consolidation**

Computer program utilized was not appropriate in terms of sustainable operation at council level. The computer program was not easily modifiable by council officers when the contents needed to be revised or some technical problem arouses. LGAs will apparently need engineers to maintain the program although availability of financial and human resources at council is questionable. The solution will be preparation of formats utilizing simple software such as Excel, which is not intricately programmed by engineers.

## 9. RESULTS OF SCHOOL MAPPING AND MICRO-PLANNING (REVIEW OF OUTPUT)

This chapter explains the results of review on the outputs of SM/MP2, namely the School Mapping Report, the School Plan Report, and the Council Education Plan Report.

To review the reports, a number of criteria were selected for the School Mapping Report, the School Plan Report, and the Council Education Plan Report, respectively. One criterion was to assess the general format of the report and the rest were to assess whether specific issues and facts required to be included in each chapter were properly addressed. For example, the criteria for School Mapping Report include "Does the report follow the given format?", "Does this chapter (Chapter 1) describe socio-economic status of the LGA?", "Does this chapter (Chapter 2) describe primary education development of the LGA?", etc.

In assessing the report against each criterion, 5 scale measurements were used. For the 5 scale measurements scores from 5 to 1 are attributed and the general definition of each score was decided as:
- 5: "yes, very much";
- 4: "yes, to a large extent";
- 3: "yes, but to some extent";
- 2: "no, only to negligible extent"; and
- 1: "no, not at all",

Along with the general definitions of 5 scale measurements mentioned above, more detailed guidelines were set for criteria by the assessor in charge of reviewing School Mapping Reports, School Plan Reports and Council Education Plan Reports, respectively. For example, regarding one of the criteria for Council Education Plan Report: "Does this section (Executive Summary) address key issues of the report?", the assessor set 5 for including all the key issues (key issues are: summary of planning process; summary of situation analysis; vision of the plan; objectives set for the plan; and budget needed for implementing the plan), 4 for including 4 of the key issues, 3 for including 3 of the key issues, 2 for 2 of the key issues, 1 for 1 or none issue was included or no Executive Summary was included.

Review for School Mapping Reports and Council Education Plan Reports was carried out by two assessors from the JICA Consultant Team separately and compared the results at the end. The two assessors gave the same scoring for most of the criteria and for those with different scores the two assessors re-visited the report together and decided the final scores. For School Plan Reports, which were written in Kiswahili, one assessor carried out the review alone as he was the only JICA Consultant Team member who is a native speaker of Kiswahili.

Details of review method and results are discussed in the following sections.

## 9.1    School Mapping Reports

### 9.1.1    Method of Review

The JICA Consultant Team reviewed the contents of the School Mapping Report of the 16 targeted LGAs.   The report was supposed to be prepared following the table of contents shown in the right box.

14 criteria are selected in order to review the reports as seen in Table 2.13.   The JICA Consultant Team carefully reviewed each of the 16 School Mapping Reports based on 5 scale measurements by 14 criteria.

### 9.1.2    Result of Review

Table 2.13 is a consolidated result of review on the 16 School Mapping Reports.   "Score" in the fourth column is the average score on those reports, meaning that less scores indicate weaker parts in general terms.

| 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

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 do 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.

For Term 2, there are two possibilities: one is maintaining Chapter 4 while the other is omitting.   Omission of Chapter 4 may be efficient because SWOT analysis will be conducted as well in the planning process utilizing data collected and consolidated in the school mapping process.

In addition to above weaker parts, it is also worth pointing out that the Executive Summary part also appeared to be weak.   As this is also a synthesizing part of the information included in the reports as Chapter 4, analyzing and synthesizing skills might have to be strengthened for Term 2.

Table 2.13 shows consolidated result of review based on criteria including the weaker parts emphasized above.   Some remarks and counter measures to each item are also included.

Table 2.13   Summary: Result of Review on School Mapping Reports

| Item | | Criteria | Score | Remarks | Countermeasures for Term 2 |
|---|---|---|---|---|---|
| General | 1 | Does the report follow the given format? | 4.4 | • Generally the reports follow the format. Some reports lack some sections such as Executive Summary, 4. 2 Way Forward, etc. | • The consultant team should review the report format as it is not clear what is expected for some sections and as some parts are overlapping with some parts in the Council Education Plan. <br> • Should the report only contain results from SM? |
| Executive Summary | 2 | Does this chapter address key issues of the report? | 3.0 | • Some had no Executive Summaries.   Some were too long (5-13 pages) and not clear what the key issues were. | • To stress during the training that only key issues should be addressed in a brief and clear manner. |
| Introduction | 3 | Does this chapter address main steps of school mapping exercise? | 4. 3 | • Most of them addressed the main steps including various training. <br> • Some did not include dates of training, period of implementation and the number of participants while others made a clear schedule in a table format. | • Concrete dates, venues and participants (or the number of participants) should also be mentioned. |
| Chapter 1 | 4 | Does this chapter describe socio-economic status of the LGA? | 4. 5 | • In general this part was well written. | |
| Chapter 2 | 5 | Does this chapter describe primary education development of the LGA? | 4. 5 | • In most cases it was written well. | |
| Chapter 3 | 6 | Does this chapter describe basic education status of the LGA? | 4. 4 | • Most reports described primary education status using the SM results. <br> • Some did not include results from questionnaires part 4 and 5. | • The consultant team should review the format. <br> • If Annex includes all the results from SM, it may be sufficient to include only key issues. <br> • It may be better to categorize the results. |
| | 7 | Does this chapter cover all the major issues revealed in the school mapping? | 4.3 | • In some plans concrete figures were not used in this chapter.   In a few cases there was some inconsistency. | ditto |
| | 8 | Is the content described consistent to the data presented in the Annex? | 4.2 | • Some did not include concrete results here. <br> • Some discrepancies were found in some. | ditto |
| Chapter 4 | 9 | Does this chapter contain findings from the school mapping exercise? | 3. 4 | • In some reports more general observations were used instead of results from SM. . | |
| | 10 | Are the findings consistent to the education status presented in Ch. 3? | 3. 6 | ditto | |

| Item | | Criteria | Score | Remarks | Countermeasures for Term 2 |
|---|---|---|---|---|---|
| | 11 | Does this chapter address *strengths*, weaknesses, opportunities and threats? | 4.1 | ditto | • As SWOT analysis is included in the *Council* Education Plan, it may be omitted here |
| | 12 | Does the section of Way Forward indicate any direction to improve primary education status? | 3.1 | • Some put enrolment projections while others wrote problems of SM. It seems that not many LGAs understood what is expected here. | • Omit this part or clearly explain what is expected here. |
| ANNEX | 13 | Are all the important data from the questionnaires included? | 4. 4 | • Except a few exceptions, all the results were included in Annex.<br>• Due to the computer programme some data are lost. All the results from Part 2,3,4 & 5 are shown only in % without giving the number of respondents. | • It should include all the data from the SM at least aggregated by ward.<br>• It is best to use a simple excel sheet for data entry showing both the aggregated data and important indicators. |
| | 14 | In general is the data given reliable? | 3. 5 | • Some, especially NER and GER, were not reliable.<br>• It seems some mistakes were unchecked because the meanings of some of the indicators were not well understood. | • During the training, more time should be given to understand the meaning of key indicators. |

## 9.2    School Plan Report

### 9.2.1    Method of Review

The same method as for the School Mapping Reports was applied to review the School Plan Reports. Samples however did not cover all of the 1,904 schools in the 16 LGAs. In stead, 10 schools from each LGA were randomly selected for review. Samples therefore consisted of 160 schools.

*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

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┌─────────────────────────────────────────────┐
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│ Appendix                                      │
│     Any other documents effective to support  │
│     the contents of the report                │
└─────────────────────────────────────────────┘
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the report.    In line with the format, the JICA Consultant Team reviewed 160 School Plans based on 19 criteria shown in Table 2.14.

### 9.2.2 Results of Review

Average scores for each criterion of 160 School Plans are indicated in the fourth column, "Score," in Table 2.14. Review results for School Plan Reports under individual councils are attached as Appendix 12. Based on Table 2.14, some general shortcomings of the reports are identified as follows.

**Insufficient Utilization of Findings of School Mapping**

Some reports reviewed did not sufficiently address the results of the school mapping exercise. In some cases, the results are not included at all. Although results of the school mapping exercise become part of ground information to formulate vision, objectives, and activities of the School Plans, optimum utilization of the results is expected in Term 2.

In order to facilitate the optimum utilization of school mapping data, more stress should be placed on the importance of current school status analysis in the Ward-level Training and through facilitation of school plan preparation.

**Weak Coherence and Cohesion among Items in Plan Matrix**

In many reports, logic among vision, objectives, activities, and inputs were not necessarily coherent and cohesive. In some cases, activities were mixed up with objectives or inputs. More attention on the School Plan Matrix formulation will be needed in Term 2. In the Ward-level Training, more group works of mock planning could have been included. Even restructuring the matrix might have been considered in order for school committee members to be able to more easily complete the matrix maintaining coherence and cohesion among the constituent parts of the matrix.

**Weak Consistency among Plan Matrix, Plan of Operation, and Annual Plan**

In some cases, weak consistency was identified among the Plan Matrix, Plan of Operation, and Annual Plan. Some reports did not include a Plan of Operation whereas an Annual 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. Those misunderstandings may be due to insufficient explanation either in the handbook or the Council-level and Ward-level Training. More clarification will be necessary in this aspect in Term 2.

**Insufficient Elaboration on Cost Estimation**

Some reports estimated their activities with very high costs in comparison with unit prices for major facilities included in the handbook. Although it is understandable that unit prices vary according to location, pragmatic cost estimation is still necessary in order to materialize the plan. More explanation was necessary in the training and more elaboration by school committee members was necessary in the process of planning.

Table 2.14 shows remarks and counter measures by 19 criteria more in detail.

Table 2.14   Summary: Result of Review on School Plans

| Item | | Criteria | Score | Remarks | Counter Measures for Term 2 |
|---|---|---|---|---|---|
| General | 1 | Does the report follow the given format? | 3.7 | • Many plans did not follow the given format | • Stress on report writing |
| Executive Summary | 2 | Does this section address key issues of the report in a clear manner? | 2.7 | • Generally poorly done. In many cases no Executive Summary included | • Stress on report writing |
| Chapter 1: Current Status of School | 3 | Does this chapter include relevant findings from school mapping results? | 3.3 | • In some cases, no SM findings were presented.<br>• Sometimes only data for gap analysis was given. | • Stress on importance of current school status analysis in the preparation of plans |
| | 4 | Does this chapter include relevant findings from SWOT analysis? | 3.8 | • Generally well done.<br>• In a few cases, SWOT analysis was not shown at all. | • Stress on importance of SWOT analysis for determining current status of the school to be underscored |
| Chapter 2: Three-year School Development Plan | 5 | Is the vision relevant and does it reflect the current status of school? | 3.8 | • Vision is sometimes too ambitious<br>• Sometimes just copied from the handbook. | • School Plan Matrix formulation to occupy more attention in Term 2.<br>• The Plan Matrix may be restructured<br>• Include more group work of mock planning during the training |
| | 6 | Are the objectives relevant to the vision and clear? | 3.8 | • Sometimes written like activities. | (Refer to 5)<br>• Clearly indicate the difference between objectives and activities in the training |
| | 7 | Are the activities relevant to the objectives and clear? | 4.0 | • Sometimes written like inputs<br>• Too general in some cases such as "community participation". | (Refer to 5)<br>• Clearly explain that activities should be concrete to show the steps to achieve the objective.<br>• Stress on more specific activities. |
| | 8 | Are the inputs in the plan relevant to the activities and clear? | 3.9 | • Sometimes mixed up with activities.<br>• Sometimes costs not shown.<br>• Sometimes too much emphasis on cost aspects only. | (Refer to 5)<br>• Clearly state in the handbook how to write inputs without confusing them with activities. |
| | 9 | Are the verifiable indicators relevant to the objectives and clear? | 3.7 | • Sometimes confused with means of verification. | (Refer to 5)<br>• Clearly state in the handbook the difference between verifiable indicators and means of verification. |

| Item | | Criteria | Score | Remarks | Counter Measures for Term 2 |
|---|---|---|---|---|---|
| | 10 | Are the means of verification relevant to the indicators and clear? | 3.7 | • Sometimes confused with verifiable indicators, implementing agency, and activities. | (Refer to 5)<br>• Clearly state in the handbook the difference between verifiable indicators and means of verification. |
| | 11 | Is the Plan of Operation consistent to council education plan matrix? | 3.6 | • Sometimes Plan of Operation was omitted.<br>• Sometimes implementation schedule has no variation. | • Stress on more synchronization of Plan of Operation with the Plan Matrix<br>• More clearly stated explanation in the handbook<br>• Include more group work of mock planning during the training |
| | 12 | Are the implementing agencies and personnel indicated relevant to the activities? | 3.6 | • Sometimes implementation agencies confused with personnel. | (Refer to 11) |
| | 13 | Are the items required relevant to the activities? | 3.5 | • Sometimes confused with personnel. | (Refer to 11) |
| | 14 | Are the costs estimated and sources indicated relevant to the activities? | 3.4 | • In some cases, cost estimate is too high<br>• Sometimes sources are not realistic and specific | (Refer to 11) |
| | 15 | Is the implementation time frame given realistic? | 3.3 | • Some activities get too long | (Refer to 11) |
| Chapter 3: Annual Action Plan | 16 | Is the Annual Action Plan consistent to the 3-year plan? | 3.6 | • In some cases, implementation time frame and costs are unrealistic. | • Stress on more synchronization of Annual Plan of Action with Plan of Operation<br>• More clearly stated explanation in the handbook<br>• Include more group work of mock planning during the training |
| Chapter 4: Monitoring Plan | 17 | Does the Monitoring Plan follow the format? | 3.9 | • In some cases, monitoring plan does not cover 3 years | • Include more group work of mock planning during the training |
| | 18 | Is the type of data relevant to the given vision and objectives? | 3.7 | • Sometimes types of data written like activities, or objectives<br>• Sometimes data confused with items | (Refer to 17) |
| | 19 | Are the targets realistic and verifiable indicators appropriate? | 3.5 | • Sometimes target is unrealistic. | (Refer to 17)<br>• How to set realistic targets have to be discussed during the training. |

## 9.3 Council Education Plan Report

### 9.3.1 Method of Review

As for the School Planning Reports, the JICA Consultant Team reviewed the contents of the Council Education Plan Reports 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.

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|   1.2 Strengths, Weaknesses, Opportunities, and Threats of Primary Education in the District |
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|   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 |

28 criteria are set in accordance with the table of contents to review the reports as seen in Table 2.15. All of the 16 Council Education Plans were reviewed on the basis of 5 scales measurement by each of the criteria.

### 9.3.2 Results of Review

The JICA Consultant Team identified some major weaknesses as follows based on the "Score" in the fourth column, which shows the average score by 28 criteria of all the 16 Council Education Plans. Counter measures for those weaknesses are also developed by criterion as seen in the Table 2.15.

**Weak Linkage between School Mapping Report and Council Education Plan Report**

One of the weakest points identified was 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.

It might have been effective to place more emphasis in the Facilitators Training and Council-level Training on inclusion of clearly indicated current status in primary education using the school mapping results. Gap Analysis Sheet might be included in this chapter since the sheet is a list of key indicators that could be referred from School Mapping Report so as to strengthen the linkage. However, the data in the "Essential Standards" to column of Gap Analysis should confirm to the national targeted norms instead of past indicators.

**Irrelevancy between Vision and Current Educational Status of LGA**

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.

During the Facilitators Training and Council-level Training, relevant vision setting to current status should have been stressed. At the same time, some more examples should have been considered. It could be effective to include a group discussion focusing only on vision setting in the Facilitators Training and Council-level Training.

**Vague Activities**

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.

Another column might be added in the Plan Matrix for indicating a target by each activity. More discussion and more group works in the Facilitators Training and Council-level Training will be effective.

**Insufficient Elaboration on Cost Estimation of Input**

Cost estimation included in some Council Education Plans was slapdash as seen in some cases of underestimation. This was partly influenced by vaguely expressed activities in some Council Education Plans since it was difficult to precisely estimate without concrete activities with indicators such as the number of classroom to be built.

Restructure of the Plan Matrix will be effective. As suggested earlier, another column might be added in the Plan Matrix for indicating a target of each activity. Unit costs of the major items should also be included in the handbook.

**Wishful Plan in Comparison with Resources Available**

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.

Emphasis should have been placed in the Facilitators Training and Council-level Training that the plan should be within the available resources identified. Activities could be readjusted with indicators in the course of planning in order to accommodate all essential activities.

Table 2.15 includes the result of other aspects than the major points discussed above in line with 28 criteria. Review results for Council Education Plan Reports prepared by individual councils are attached as Appendix 13.

Table 2.15   Summary: Result of Review on Council Education Plans

| Item | | Criteria | Score | Remarks | Counter Measures for Term 2 |
|---|---|---|---|---|---|
| General | 1 | Does the report follow the given format? | 4.4 | • Most of the plans followed the given format | |
| Executive Summary | 2 | Does this section address key issues of the *report in a clear* manner? | 3.3 | • Not all the plans had summary findings from situation analysis, vision and objectives of the plan and the overall cost to carry out the plan.<br>• Some also included the importance and the procedures of planning | • Include in the handbook a check list of items to be addressed in Executive Summary |
| Chapter 1: Current Status of Primary Education in the LGA | 3 | Does this chapter include relevant findings from school mapping results? | 3.3 | • Wide variety among LGAs; some include almost all the results from SM while others have only few findings or none<br>• Some plans lacked key indicators | • Explain during the training that this section should provide a clear picture of current status of primary school using the SM results.<br>• Include Gap Analysis Sheet in this section, which also has a list of key indicators |
| | 4 | Does this chapter include relevant findings from SWOT analysis? | 4.1 | • In most cases the issues addressed here were not specifically on primary education<br>• In general this section did not give a clear picture of current status of primary education in the LGA | • The purpose of SWOT analysis should be emphasized during the training.   It is to give a clear picture of current primary education status of the LGA. |
| Chapter 2: Council education plan | 5 | Does this chapter include the 5 Year Council education plan Matrix? | 4.7 | • Good | |
| | 6 | Is the vision relevant and does it reflect the current status of primary education in the LGA? | 3.6 | • Improvement of PSLE pass rate was the vision for all the plans reviewed as was the example in the handbook | • It should be emphasized during the training that the vision should reflect the current status of primary education of the LGA.<br>• More appropriate examples should be used in the handbook<br>• Include discussion of possible visions during the training |

| Item | | Criteria | Score | Remarks | Counter Measures for Term 2 |
|---|---|---|---|---|---|
| | 7 | Are the objectives relevant to the vision and clear? | 3.9 | • In most cases objectives were related to improvement of school environment and quality of education (building, facilities, clean water, teachers, management, etc. )<br>• In some cases they were too broad and not specific such as "to improve access and quality of education services". | • Clearly state in the handbook that objectives should be concrete.<br>• Include more group work of mock planning during the training |
| | 8 | Are the activities relevant to the objectives and clear? | 3.4 | • In most cases they were relevant but often not clear without concrete figures such as the number of classrooms to be built, the number of teachers to be upgraded. | • Clearly explain that activities should be concrete to show the steps to achieve the objective<br>• Consider an inclusion in the Plan Matrix a column for indicating target (for example, the number of classrooms or pit latrines to be built during the plan period)<br>• Include more group work of mock planning during the training |
| | 9 | Are the inputs in the plan relevant to the activities and clear? | 3.3 | • Sometimes financial cost of building classrooms and teacher houses seems underestimated.<br>• In some cases because activities do not indicate clear target (for example, the number of classrooms to build or the number of teachers to be trained), it is difficult to judge the adequacy of the financial input.<br>• Some showed realistic and detailed calculation to produce costs while others just put a figure | • In the handbook it has to be clearly stated that an activity should indicate a number of items or people required when appropriate.<br>• Or restructure the Plan Matrix so that it will give a clear target.<br>• A list of unit cost for major items should be included in the plan.<br>• Include more group work of mock planning during the training |
| | 10 | Are the verifiable indicators relevant to the objectives and clear? | 4.3 | • Generally good | |
| | 11 | Are the means of verification relevant to the indicators and clear? | 4.4 | • Generally good | |
| Chapter 3: Plan of Operation | 12 | Does the Plan of Operation follow the format given in the handbook? | 4.4 | • Generally good<br>• One plan was not made activity by activity but by objective, thus no details were included. | |

| Item | | Criteria | Score | Remarks | Counter Measures for Term 2 |
|---|---|---|---|---|---|
| | 13 | Is the Plan of Operation consistent to council education plan matrix? | 4.2 | • Some plans had different activities to the Plan Matrix. | • Include more group work of mock planning during the training |
| | 14 | Are the implementing agencies indicated relevant to the activities? | 4.1 | • Some plans had the LGA for implementing agency for all the activities. | • Include more group work of mock planning during the training |
| | 15 | Are the personnel and items required relevant and adequate to the activities? | 3.9 | • Some plans did not identify the resources | • Include more group work of mock planning during the training |
| | 16 | Are the costs estimated relevant to the activities? | 3.1 | (Refer to 9) | (Refer to 9) |
| | 17 | Are the sources indicated relevant to the activities? | 4.1 | • Some plans had the LGA for the source of all the activities while other plans put only community for the source | • Include more group work of mock planning during the training |
| | 18 | Is the implementation time frame given realistic? | 3.9 | • Many plans had continuous implementing time for most of the activities | • Unless activities are set in a more concrete manner, the implementation period cannot be specified. (→ Refer to 8) |
| Chapter 4: Annual Action Plan | 19 | Does the Annual Action Plan follow the format given in the handbook? | 4.4 | • Generally good | |
| | 20 | Is the Annual Action Plan consistent to the 5-year plan? | 3.6 | • Some did not specify the activities for one year. For example, it was not clear how many classrooms were to be built for that year | • Include more group work of mock planning during the training |
| Chapter 5: Monitoring Plan | 21 | Does the Monitoring Plan follow the format? | 4.7 | • Generally good | |
| | 22 | Is the type of data relevant to the given vision and objectives? | 3.7 | • Generally good | |
| | 23 | Are the targets (immediate and end targets) realistic? | 3.3 | • Some seem not realistic such as increasing the PSLE pass rate from 34% to 70% by 2004. | • Include more group work of mock planning during the training<br>• How to set realistic targets have to be discussed during the training. |

| Item | | | Criteria | Score | Remarks | Counter Measures for Term 2 |
|---|---|---|---|---|---|---|
| | 24 | | Are the persons in charge of collecting data and reporting relevant? | 4.3 | • Good | |
| | 25 | | Are the time and frequency of reporting adequate? | 4.0 | • Generally good but one did not indicate the frequency | |
| | 26 | | Are the persons making use of the report relevant? | 4.7 | • Good | |
| ANNEX | 27 | | Does the annex include Resource Indication Sheet? | 3.3 | • All except one included the sheet | • As it is very important to have a realistic bulk figure of available resources, it should be included in Chapter 1 |
| | 28 | | Is the amount of resources indicated in the sheet adequate to the estimated cost? | 2.1 | • In many cases not adequate. | • It should be emphasized during the training that the plan should be made within the resources available. <br> • Activities and targets have to be readjusted within the realistic resource |

## 10. LESSONS LEARNT FROM TERM 1 AND PLAN FOR TERM 2

### 10.1 Timing of Exercise

There are conflicting views on the best timing of the exercise. Some participants recommended that the exercise should be carried out between June and October to avoid the rainy season. Others thought that the January-June period would be the best because local government officers are relatively less busy then.

The JICA Consultant Team had the opinion that the June-October period 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.

With regard to the actual timing of the activities (training, data collection, plan making, etc.), the councils, wards and schools should have been given some leeway to conduct them, as long as they were fit within the overall timeframe.

### 10.2 Trainees

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

- *Councilors* should be removed as trainees. Generally, they showed very 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 as they play an important role 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.

### 10.3 School Mapping

**Questionnaires**

School mapping was an exercise which required schools to spend a considerable time both on training and on data collection. Even though the whole school mapping

exercise was so designed that the time requirement would be minimal, the burden was nonetheless heavy on schools, particularly those with insufficient teachers.

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. As it turned out, some questions were too obvious to convey any new information to the school while others failed to point out any concrete remedial action. Under the circumstances where schools are predominantly concerned with physical betterment of school infrastructure, it was inevitable that the utility of those questionnaires became very limited. It is recommended that a few sharply-focused questions should be asked in relation to education quality.

## Method of Administering Questionnaires

Concerning the Part 2 (about teachers) and Part 3 (about pupils) Questionnaires, in some schools both teachers and pupils were not able to respond to the questions freely due to the circumstances how the questionnaires were conducted. The instruction in the Part 2 Questionnaire included two alternatives: one to distribute a copy of question sheet to each teacher to be filled in separately; and another to read questions one by one in a teacher meeting and record the response of each teacher. In Term 2, the latter method should be discouraged and instruct head teachers to ensure that teachers answer freely without pressure. The instruction for Part 3 Questionnaire was that the questions should be administered and recorded by one of the pupils not by teacher or head teacher. For Term 2, this method should be further emphasized and ensure that head teacher understand the importance of getting honest answers, not good answers, from the pupils.

## Use of Computers

Several problems were encountered regarding computers, which were used at council level for data entry and consolidation. In many councils computers were in short supply and they were to be shared among different officers for various tasks. It is important to make an arrangement at the council level so that at least one computer can be used solely for school mapping exercise during the time of data entry and consolidation (for 2 weeks). The council may need to invest in a new computer and software prior to school mapping. At the same time council officers should be adequately trained on the use of computer to carry our data entry and consolidation efficiently. The technical staff of sub-contractor team could visit target councils and give on the job training for the use of program. The computer program for data entry and consolidation should be further improved to be free of glitches and easy to maintain at council level.

## Aggregate Data

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. Currently, the information collected by TSM 1 and 2 is minimally useful for

schools because they do not know the aggregate data at the ward or the council and therefore have no idea where they stand in relation to other schools in the ward or in the council. The council 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.

## 10.4 Micro-Planning

**Effectiveness Proved**

As some schools testified where community for the first time started to support the schools with construction as a result of this exercise, the school planning exercise is a very effective means to link the school with its surrounding community and raise awareness among community members. School planning should be re-emphasized as an integral part of the whole PEDP process.

**Duration and Order of Training**

However, one point to be improved in Term 2 is 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 just followed order of Facilitators Training, but it 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. The best timing for the council micro-planning training would be when school plans start arriving at the council office.

**Handbook**

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

The number of handbooks provided to schools was not sufficient in Term 1. At least one copy each should have been given to all the school committee members (there are usually 14 or 15 members).

**Linkage between School Mapping and Micro-planning**

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. In addition, in Term 2 the training of school mapping and micro-planning should be combined and given as one training so that the linkage between school mapping and micro-planning could be understood better.

**Quality Aspects in School Planning**

Almost all schools are strongly concerned with their poor physical conditions, which is understandable and justified. A clear indication of this was that 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. For example, the school planning handbook should be revised to expose the participants to broader ideas of educational quality.

It is advisable that the revised handbook contains a check list that warns participants against a school plan deliberating physical rehabilitation only. It is also recommended that in Term 2 the facilitator should emphasize quality of education in the training. In order to make participants think the meaning of quality of education deeper, facilitators can give good and bad examples of school plans, and let the participants discuss the examples among themselves. The facilitator may also ask the participants to clarify what they think of educational quality. Quality issues are the weakest part of Tanzanian primary education in general and of the school mapping and micro-planning exercise in particular.

## 10.5 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 is that more concerted support and encouragement should be given to officers at various levels to carry out monitoring activities at individual schools.

## 10.6 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. As it has been claimed that the school mapping and micro-planning exercise is part of PEDP process, there is a need to follow the government regulations even regarding the DSA. In Term 2, the DSA rates should be raised to meet those specified by Civil Service Department.

## 10.7 Modified Schedule and Plan for Term 2

In view of the lessons described above and some delay in Term 1 schedule, it would be necessary to adjust the original schedule and plan for Term 2. Figure 2.2 shows the original plan and Figure 2.3 shows the modified plan in Term 2.
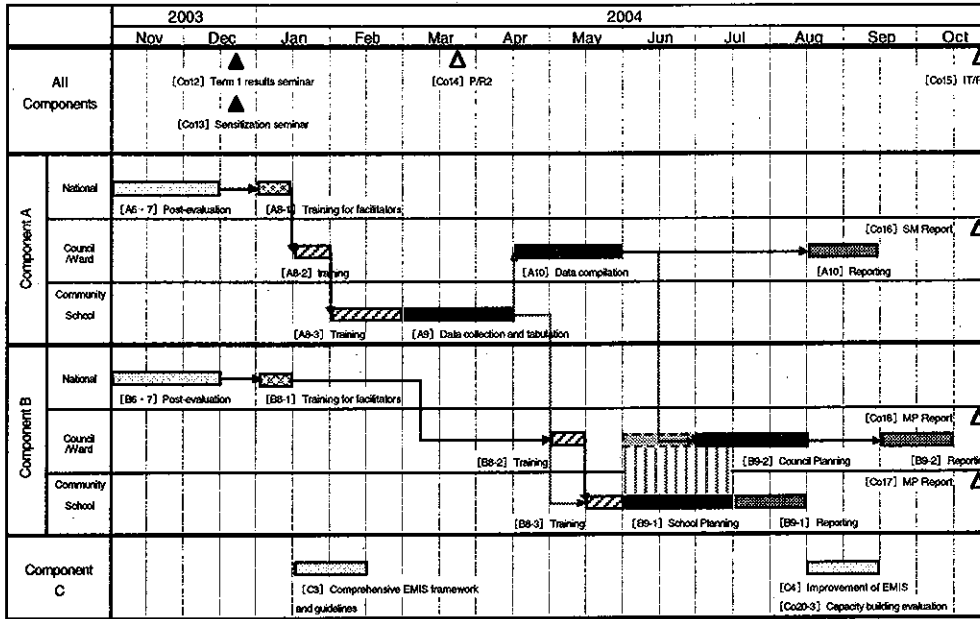
Figure 2.2   Activities, Tasks and Outputs of Term 2: Original Plan
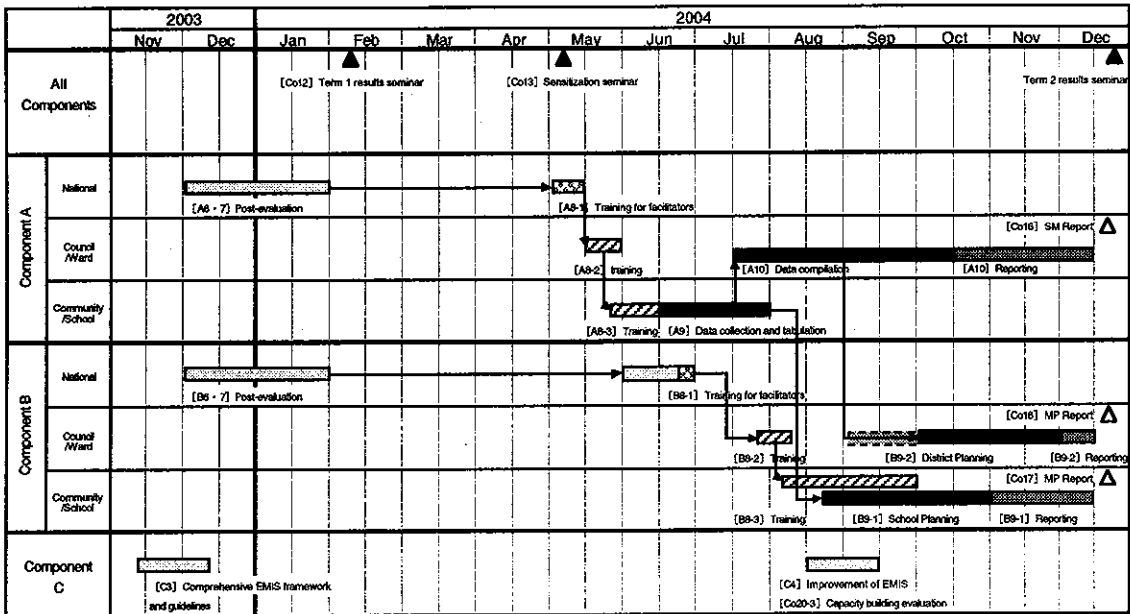


Figure 2.3   Activities, Tasks and Outputs of Term 2: Modified Plan (as of December 2003)

Major modifications are as follows:

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

## PART 3    SCHOOL MAPPING AND MICRO-PLANNING IN TERM 2

## 11.    OUTLINE OF TERM 2

### 11.1  Target LGAs

Term 2 covered 16 Local Government Authorities (LGAs) in Arusha, Dodoma, Iringa, Kilimanjaro, Manyara, Mwanza, Singida, Tabora and Lindi Regions.    Table 3.1 lists those targeted LGAs by region.

Table 3.1    Target LGAs in Term 2

| Region | Target LGAs | | |
|---|---|---|---|
| | 1 | 2 | 3 |
| 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 | | |

### 11.2  Major Modification Made for Term 2

Term 1 experience necessitated more efficient school mapping and micro-planning operation with better understanding of stakeholders at council and school levels. Modification from Term 1 was therefore made for Term 2 based on 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 3.1 in section 11.4.

**Pre-sensitization**

In order to make officers of Term 2 LGAs aware of the importance of the school mapping and micro-planning exercise, the JICA Consultant Team visited target LGAs and explained the council officers about SM/MP 2 in April prior to full-dressed process of Term 2 which started with National-level Facilitators 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 officers and head teachers.    By combining two sessions,

stakeholders needed to travel and spend their time only once to participate in the school mapping and micro-planning training. It was found helpful especially for the stakeholders who were stationed far from where the training session was held, as in some cases just moving from their place of work to the training venue took several days. This change was also intended to strengthen the linkage between school mapping and micro-planning.

Duration of training sessions was modified from 7 days to 5 days. Admittedly, this was a contradictory measure to the finding that council level micro-planning training was too short in Term 1. The reasons are that the school mapping exercise was simplified and became a part of the micro-planning exercise in Term 2, moreover minimizing the budget was inevitable for sustainability after SM/MP2.

Table 3.2   Duration of Training: Term 1 and Term 2

| Training | Term 1 | | Term 2 |
| --- | --- | --- | --- |
| | School Mapping | Micro-planning | School Mapping and Micro-planning |
| National-level Facilitators Training | 2 days | 5 days | 5 days |
| Council-level training | 2 days | 5 days | 5 days |
| Ward-level Training | 2 days | 5 days | 5 days |

**Trainees**

At Facilitators Training, District Education Officers (DEOs), and District Planning Officers (DPLOs) were invited from Term 2 LGAs whereas only DEOs were invited in Term 1. The inclusion of DPLOs aimed at raising the sense of seriousness and competition among council officers so as to amplify their awareness and commitment to the school mapping and micro-planning exercise.

At Council-level Training together with council officers and ward officers councilors were invited to the training in some LGAs in Term 1. However, in Term 2 councilors were omitted based on the observation in Term 1. Council officers and ward officers (both WEOs and WECs) were invited to take part in the training.

At Ward-level Training participants in Term 1 were head teachers, VEOs and chairpersons of school committees. In Term 2, in addition to those in Term 1 assistant head teachers and village chairpersons and mtaa leaders were also invited to the training. .

**DSA**

The DSA rates were raised to the government official rates. Because of much higher rates of DSA in Term 2 compared to the ones applied in Term 1 it was not possible to extend the training period due to financial constraints. Further, no DSA was given to those who were involved in implementing school mapping and micro-planning at school level, unlike in Term 1. This change was made to align with the practice applied to school-level training for school committee members under PEDP as well as to reduce

tedious administrative work of collecting financial evidence from nearly 2000 schools, which created a serious problem in Term 1.

### School Mapping and Micro-planning Handbooks[20] and Questionnaires

The school mapping and micro-planning handbooks were initially prepared as simple as possible before starting Term 1. The handbooks, however, were further streamlined in Term 2 since some confusing explanations and processes were identified in the handbooks in the course of Term 1 implementation. Questionnaires used for the school mapping exercise were also further rationalized. As a result, both the numbers of questionnaires and questions included in the questionnaires were reduced so as to shorten the period of data collection and compilation at school and council levels. Details regarding material development will be explained in the following Chapter 12.

### Financial Guidelines

In order to simplify and clarify the fund management procedures, Financial Guidelines were prepared and distributed to target LGAs. The contents of Financial Guidelines are also discussed in the following Chapter 12.

### Quality Aspects in School Planning

More emphasis was to be given on quality of education during the training at all levels. Further some of the examples used in the handbook were changed to include more quality issues of education.

### Aggregate Data

It was recognized that aggregated data on key education indicators at ward and council levels would be useful for schools when analyzing the current situation of the school. The computer program for data entry at the council level was improved in Term 2. However, there was no sufficient time to ask the ward and LGAs to prepare such aggregated data in time for school planning, and therefore no action was taken regarding this matter.

### Linkage between School Mapping and Micro-planning

In Term 2 more emphasis were to be put on the utilization of school mapping findings for the planning process both at school level and council levels. During the training the linkage between school mapping and micro-planning was to be stressed further. As mentioned in the section of Training above, training on school mapping and micro-planning would be combined to focus on the linkage of the two exercises.

### Monitoring

Inadequate monitoring was one of the weaknesses found in Term 1. More emphasis on importance of monitoring at all levels should be given during pre-sensitization visits as well as training. Another weakness was that the national level's monitoring was not

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[20] School Mapping Handbook, School Planning Handbook, and Council education planning Handbook.

done much in term 1. Therefore, government officers at the Ministry of Education and Culture and PO-RALG are strongly recommended to monitor the school mapping and micro-planning exercise.

## 11.3 Timeframe and Flow of Work

In accordance with the objectives of SM/MP2, Term 2 included the activities in school mapping, micro-planning, and education management information system in addition to common activities for those three areas. Table 3.3 summarizes initially planned and actual timeframe of Term 2.

Table 3.3   Term 2 Activities: Planned and Actual

| Activities | | Original Plan as of January 2003 | Modified as of December 2003 | Modified as of May 2004 | Actual |
|---|---|---|---|---|---|
| **Common Activities** | | | | | |
| [Co12] | Seminar on Term 1 results and outcomes | December 2003 | December 2003 | - | February 2004 |
| [Co13] | Sensitization Seminar for LGAs | December 2003 | May 2004 | May 2004 | May 2004 |
| [Co14] | Progress Report 2 | March 2004 | March 2004 | Omitted | Omitted |
| [Co15] | Interim Report 2 and its presentation to MOEC and PO-RALG | October 2004 | October 2004 | October 2004 | March 2005 |
| [Co19] | Seminar on Term 2 results and outcomes | November 2004 | December 2004 | February 2005 | March 2005 |
| **School Mapping Activities** | | | | | |
| [A7] | Revision of a school-mapping methodology | December 2003 | February 2004 | February 2004 | February 2004 |
| [A8] | Training and monitoring | | | | |
| | [Co13]    Sensitization Seminar | December 2003 | May 2004 | May 2004 | May 2004 |
| | [A8/B8]    Facilitators Training | January 2004 | May 2004 | May 2004 | May 2004 |
| | [A8/B8]    Training for council and ward officers | January 2004 | May 2004 | June 2004 | June 2004 |
| | [A8/B8]    Training for communities and schools | February 2004 | May – June 2004 | June 2004 | June – July 2004 |
| [A9] | Collection and tabulation of educational data (community and school levels) and monitoring | March – April 2003 | June – October 2004 | July 2004 | June – August 2004 |
| [A10] | Compilation of educational data at council / Preparation of a School Mapping Report (council level) | April – May 2003 | July – November 2004 | August – September 2004 | August – September 2004 |
| [A11] | Post-evaluation of the school mapping practices and suggestion for improvement | November – December 2003 | November – December 2003 | January 2004 | January 2004 |
| **Micro-Planning Activities** | | | | | |
| [B7] | Revision of a micro-planning methodology | December 2003 | February 2004 | February 2004 | February 2004 |
| [B8] | Training and monitoring | | | | |
| | [Co13]    Sensitization Seminar | December 2003 | May 2004 | May 2004 | May 2004 |
| | [A8/B8]    Facilitators Training | January 2004 | June 2004 | May 2004 | May 2004 |
| | [A8/B8]    Training for council and ward officers | May 2004 | July – August 2004 | June 2004 | June 2004 |
| | [A8/B8]    Training for communities and schools | May 2004 | August – September 2004 | June 2004 | June – July 2004 |
| [B9] | Micro-planning and reporting at the school and council levels | June – August 2004 | November – December 2004 | August – November 2004 | July – December 2004 |
| [B10] | Post-evaluation of the school mapping practices and suggestion for improvement | November – December 2003 | November – December 2003 | January 2004 | January 2004 |
| **EMIS Activities** | | | | | |
| [C4] | Improvement on the EMIS and trial operations | August – September 2004 | August – September 2004 | December 2004 | December 2004 |

* The number of each activity corresponds with that in Inception Report.

## 11.4 Cascade System Employed in Term 2

Term 2 training for the school mapping and micro-planning exercise employed a cascade system as was in Term 1. Component A shows the cascade system of the school mapping component and Component B shows the cascade system of the micro-planning component in Figure 3.1. As explained above (Section 11.2) the training for school mapping and micro-planning were combined and took place as one session in Term 2.

At the national-level training held in Dar es Salaam, DEOs and DPLOs from the 16 target LGAs and Facilitators from the sub-contractor team were trained by MOEC, PO-RALG and the JICA Consultant Team. After the national-level training the council-level training was organized in each LGA. DEO and DPLO together with an assigned Facilitator were in charge of organization and facilitation of the council-level training. At the council-level training council education officers and ward officers were trained. In many LGAs DEO and DPLO took more active role in Term 2 compared with Term 1. At the ward-level training, WEC and WEO trained head teachers, teachers and village leaders in his/her ward in charge. Finally, each head teacher called the school committee members and initiated the school mapping and micro-planning exercise (see Figure 3.1).
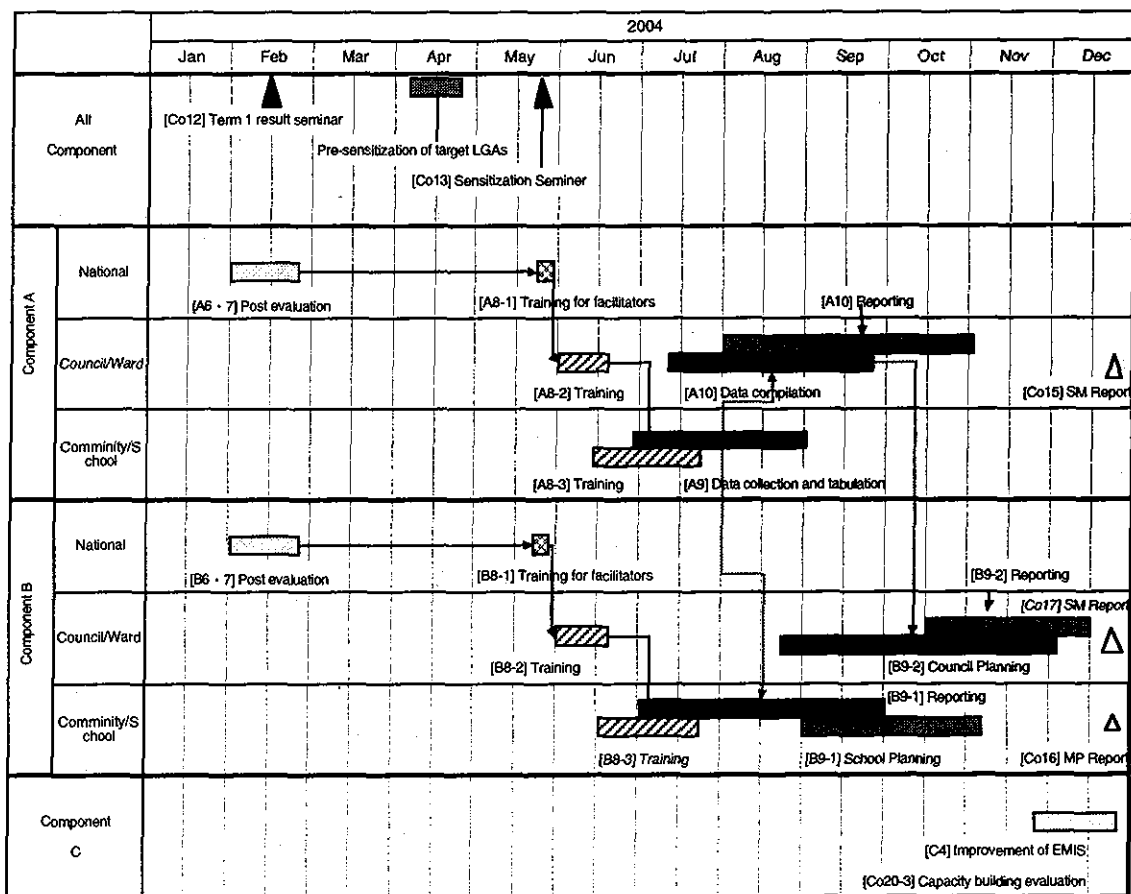


Figure 3.1    Operation of Term 2: Actual

## 12.   MATERIAL DEVELOPMENT

The following materials have been prepared for the purpose of SM/MP2:

1) *School Mapping Questionnaires*;
2) *School Mapping Handbook*;
3) *School Planning Handbook*;
4) *Council Education Planning Handbook*; and
5) *Financial Guidelines* (for Term 2 only).

The above materials except the last one were first prepared for the Term 1 exercise and later modified for the Term 2 exercise based on the findings from the review of Term 1 experiences. The last material, i.e. *Financial Guidelines*, was produced for Term 2 as such financial guidelines were found needed for the clarification and smooth operation of fund management procedures.

In order to streamline and improve the materials prior to Term 2, several modifications were made to original materials 1)-4) based on the findings from the review of Term 1 exercise. In this section major modifications made for materials 1)-4) and the main contents of 5) were explained. The Questionnaires, Handbooks and Financial Guidelines are attached as Appendix 4-5, 6-10, and 11, respectively.

### 12.1  School Mapping Questionnaires

The *School Mapping Questionnaires* for Term 1 were prepared with the intention of making them to be simple, clear, compact, and relevant to micro-planning exercise without duplicating existing information. They consisted of 71 questions categorized in the following five parts:

Part 1: About School (22 questions);
Part 2: About Teachers (12 questions);
Part 3: About Pupils (14 questions);
Part 4: About Village/Mtaa (16 questions); and
Part 5: About School Committee (7 questions).

From the review of Term 1, it was found that the questionnaires were too voluminous and included a few confusing questions, which resulted in delay in data collection and, in some LGAs, unreliable data for planning. Prior to the Term 2 exercise, the questionnaires were reviewed and simplified by:

1) omitting similar questions to reduce the volume of questionnaires;
2) incorporating key information from TSM1 and TSM2 into Part 1 for easy reference (data could be simply transferred from the TSM1 and TSM2 records);
3) improving questions and formats to avoid misunderstanding; and
4) rearranging the questions in three categories to have fewer parts in questionnaires.

After above changes the *School Mapping Questionnaires* for Term 2 consisted of 53 questions categorized in three parts:

Part 1: About School (26 questions);
Part 2: About Teachers (12 questions); and
Part 3: About Pupils (15 questions).

## 12.2 School Mapping Handbook

The *School Mapping Handbook* used for Term 1 was found clear and easy to use from
the review of Term 1. Therefore, only minor changes were made primarily to adjust to
the revised *School Mapping Questionnaires* explained above.

## 12.3 School Planning Handbook

After the Term 1 exercise, the *School Planning Handbook* went through some changes
based on the findings of Term 1 review. The main changes include:

- Replacement of "National Average" with "National Targets or Standard", which are
  to be compared to the current status of the school;
- More realistic identification of financial resources available for the school for the
  next 3 years by first listing the past years' actual financial resources;
- Simplified plan formats which include Three-Year Plan of Operation, Annual Action
  Plan and Monitoring Plan; and
- Clear identification of resource requirement for each activity using clear unit cost.

## 12.4 Council Education Planning Handbook

After the Term 1 exercise, the *Council Education Planning Handbook* went through
some changes based on the findings of Term 1 review. The main changes include:

- Replacement of "National Average" with "National Targets or Standard", which are
  to be compared to the current status of the LGA;
- Additional step for more realistic identification of financial resources available for
  the LGA for the next three years;
- Simplified plan formats which include Three-Year Plan of Operation, Annual Action
  Plan and Monitoring Plan;
- More emphasis on clear identification of resource requirement for each activity using
  clear unit cost; and
- Additional Medium Term Expenditure Framework (MTEF) format to translate the
  plan suitable to the annual budget request.

## 12.5 Financial Guidelines

The *Financial Guidelines* was prepared for Term 2 in order to simplify and clarify the
fund management procedures for Term 2 exercise. This material includes detailed
explanations of fund management procedures:

- Flow of Fund for the SM/MP2
- Schedule of Financial Operation
- Fund Utilization
- Preparation of Financial Evidence

It also includes necessary forms to be submitted to the JICA Consultant Team via the Sub-contractor Team.

## 13. FACILITATION AND TRAINING

Different levels of facilitation and training were organized throughout the school mapping and micro-planning exercise as summarized in Table 3.4.

Table 3.4 . Term 2 Seminar / Training

| Seminar /Training Activities | Duration | Place | Time | Trainee | Facilitator (Trainer) | Monitor |
|---|---|---|---|---|---|---|
| Sensitization Seminar | Half-day | Courtyard Hotel, Dar es Salaam | May 24, 2004 | DEO, DPLO, District Treasurer (DT) | MOEC PO-RALG JICA C/T | -- |
| Facilitators Training | 5 days | Courtyard Hotel, Dar es Salaam | May 24 - 28 2004 | DEO, DPLO, DT*, Facilitators**, Accountants*/**, Assistant Accountants*/** | MOEC PO-RALG JICA C/T | -- |
| Council-level training | 5 days | Each LGA | June - July, 2004 | DC, DED, Council officers Councilors, WECs and WEOs | DEO, DPLO, DT, Facilitator | MOEC PO-RALG JICA C/T |
| Ward-level Training | 5 days | Each Ward | June - July, 2004 | Head Teachers, Teachers, VEOs, Village Leaders | WEC WEO | Council officers Facilitator JICA C/T |

\* Only for the first day
\*\* From Sub-contractor Team

Table 3.5 also shows estimated numbers of the participants in SM/MP2 by activity in Term 2.

Table 3.5 Estimated Numbers of the Participants in SM/MP2 by Activity in Term 2

| | School Mapping | | | | Micro-Planning | | | | Total* |
|---|---|---|---|---|---|---|---|---|---|
| | Council-level Training | Ward-level Training | Collection and Tabulation of Data | Compilation of Data | Council-level training | Ward-level Training | School Planning | Council Education Planning | |
| **Term 2** | | | | | | | | | |
| Council officers | 192 | - | - | 192 | 192 | - | - | 192 | **768** |
| Ward officers | 816 | 816 | 816 | 816 | 816 | 816 | 816 | 816 | **6,528** |
| School Committee members | - | 7,680 | 7,680 | - | - | 7,680 | 7,680 | - | **30,720** |
| **Total** | 1,008 | 8,496 | 8,496 | 1,008 | 1,008 | 8,496 | 8,496 | 1,008 | **38,016** |

### 13.1 Pre-Sensitization Visit

Although not mentioned in Table 3.4, target LGAs[21] were visited by the JICA Consultant Team in April 2004 prior to the Sensitization Seminar in order to explain about SM/MP2 as well as to understand the situation of the target LGAs.

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[21] Ngorongoro, Kiteto, Kwimba and Ludewa, DCs were not visited for pre-sensitization visit due to time constraint. However, these districts were contacted by phone and explained about SM/MP2 and the future schedule.

. 13.2  Sensitization Seminar

The Sensitization Seminar was held in the morning of May 24, 2004 in Dar es Salaam. The purpose of the seminar was to familiarize the council officers with the concept of school mapping and micro-planning as well as SM/MP2 itself. A total of 97 personnel participated in the seminar. The participants included MOEC officers, PO-RALG officers, District Education Officers (DEOs), District Planning Officers (DPLOs), District Treasures (DTs), the Sub-contractor Team, JICA personnel, and the JICA Consultant Team (JICA C/T).

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**Proceedings**

May 24, 2004, at Courtyard Hotel, Dar es Salaam

| | | |
|---|---|---|
| 1. | Opening Speech | Mr. Oliver P. Mhaiki (Director of Primary Education, MOEC) |
| 2. | Introduction of JICA Consultant Team and Facilitators | |
| 3. | Objectives of SM/MP2 | Mr. Cyprian Miyedu (DPP, MOEC) |
| 4. | SM/MP2 and PEDP Process | Mr. Francis Liboy (PEDP Coordinator, PO-RALG) |
| 5. | Details of SM/MP2 | Mr. Norimichi Toyomane (Team Leader, JICA C/T) |
| 6. | Question and Answer | |
| 7. | Closing Remarks | Mr. Amos G. Mwakalinga (Director of DPP, MOEC) |

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According to the evaluation[22] of the Sensitization Seminar, 60 out of 62 respondents answered either "very clear" or "clear" to the question: "Are the objectives and the process of school mapping and micro-planning exercise clear to you from the sensitization seminar?" while the remaining 2 respondents answered "all right".

## 13.3  Facilitators Training

Following the Sensitization Seminar, National-level Facilitators Training was held for five days starting from the afternoon of May 24 and ending in the afternoon of May 28, 2004, in Dar es Salaam. Participants included DEOs, DPLOs, Facilitators from the Sub-contractor Team as trainees, and MOEC officers, PO-RALG officers, and the JICA Consultant Team as facilitators. Personnel from the Sub-contractor Team and the JICA Tanzania Office also attended part of the training. On the first day the session was on fund management, therefore DTs from the target LGAs and Accountant and Assistant Accountants from the Sub-contractor Team also participated the session on the first day. A total of 97 people attended the first day of the training of which 74 participated in the entire training.

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[22] To evaluate the Sensitization Seminar and the Facilitators Training a questionnaire was administered on the last day of the Facilitators Training. As DTs attended the Sensitization Seminar and the first day of Facilitators Training, they did not take part in the evaluation.

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┌─────────────────────────────────────────────────────────────────────────────────────┐
│ Proceedings                                                                           │
│                                                                                       │
│ May 24-28, 2004, at Courtyard Hotel, Dar es Salaam                                    │
│ Day 1                                                                    Facilitator  │
│ -    Fund Management                                                     JICA C/T     │
│ Day 2                                                                                 │
│ 1    School Mapping (1): What is School Mapping? Overall time frame. Steps of School Mapping.  JICA C/T │
│ 2    School Mapping (2): How to fill in Questionnaires. What to learn from Term 1.    JICA C/T │
│ 3    School Planning (1): What to learn from Term 1. Overall review of School Plans.  JICA C/T │
│ 4    School Planning (2): Introduction to School Planning. Step 1: Stakeholder Analysis. Step 2:  JICA C/T │
│      School Mapping Analysis                                                          │
│ Day 3                                                                                 │
│ 1    School Planning (3): Step 3: SWOT Analysis                          JICA C/T     │
│ 2    School Planning (4): Step 4: Program Formulation                    JICA C/T     │
│ 3    School Planning (5): Step 4: Program Formulation                    JICA C/T     │
│ 4    School Planning (6): Step 4: Program Formulation                    JICA C/T     │
│ Day 4                                                                                 │
│ 1    School Planning (7): Step 4: Program Formulation                    JICA C/T     │
│ 2    School Planning (8): Step 4: Program Formulation                    JICA C/T     │
│ 3    District Planning (1): What to learn from Term 1. Introduction to District Planning.  JICA C/T │
│ 4    District Planning (2): Step 1: Preparation. Step 2: Situation Analysis. Step 3: Program  JICA C/T │
│      Formulation.                                                                     │
│ Day 5                                                                                 │
│ 1    District Planning (3): Step 4: Plan of Operation. Step 5: Annual Action Plan. Step 6: Monitoring  JICA C/T │
│      Plan.  Reporting.                                                                │
│ 2    How to Prepare Budget Proposal                                      PO-RALG      │
│ 3    How to Calculate Education Indicators                               MOEC         │
└─────────────────────────────────────────────────────────────────────────────────────┘
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As shown above, the training covered 4 topics, namely: Fund Management; School Mapping; School Planning; and Council Planning. Most of the sessions were facilitated by the JICA Consultant Team while the last two sessions on Budget Proposal and on Education Indicators were led by PO-RALG and MOEC officers, respectively. Despite the time limitation several group activities were also included in order to make the training more participatory and practical.

From the evaluation the training was found successful and the future facilitators showed confidence in conducting school mapping and micro-planning in their respective LGAs. Table 3.6 shows the evaluation result of the Facilitators Training[23].

Table 3.6   Evaluation of Facilitators Training (24–28 May, 2004)

| No. | Question | Rating | DEO | DPLO | Facili-tator | Total |
|-----|----------|--------|-----|------|--------------|-------|
| 1 | Were the instructions given during the training clear to you regarding the **fund management**? | Not clear at all | 0 | 0 | 0 | 0 |
| | | Not so clear | 0 | 0 | 0 | 0 |
| | | All right | 2 | 2 | 5 | 9 (20.0%) |
| | | Clear | 5 | 8 | 4 | 17 (37.8%) |
| | | Very clear | 7 | 4 | 8 | 19 (42.2%) |
| | | **Total** | 14 | 14 | 17 | 45 (100%) |
| 2 | Was the **fund management** document clear to you? | Not clear at all | 0 | 0 | 0 | 0 |
| | | Not so clear | 0 | 0 | 0 | 0 |
| | | All right | 1 | 0 | 3 | 4 (8.9%) |
| | | Clear | 5 | 9 | 6 | 20 (44.4%) |
| | | Very clear | 8 | 5 | 8 | 21 (46.7%) |
| | | **Total** | 14 | 14 | 17 | 45 (100%) |
| 3 | Are you confident of **managing the funds** properly? | Not at all | 0 | 0 | 0 | 0 |
| | | Not much | 0 | 0 | 0 | 0 |

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[23]   DTs did not participate in the evaluation as they attended only the first day of the training and the evaluation was conducted on the last day of the training.

| No. | Question | Rating | DEO | DPLO | Facilitator | Total |
|---|---|---|---|---|---|---|
| | | So-so | 0 | 1 | 4 | 5 (12.8%) |
| | | Much | 2 | 2 | 6 | 10 (25.6%) |
| | | Very much | 10 | 11 | 3 | 24 (61.5%) |
| | | **Total** | 12 | 14 | 13 | 39 (100%) |
| 4 | Were the instructions given during the training clear to you regarding the **school mapping**? | Not clear at all | 0 | 0 | 0 | 0 |
| | | Not so clear | 0 | 0 | 0 | 0 |
| | | All right | 1 | 0 | 0 | 1 (2.2%) |
| | | Clear | 7 | 6 | 7 | 20 (44.4%) |
| | | Very clear | 6 | 8 | 10 | 24 (53.3%) |
| | | **Total** | 14 | 14 | 17 | 45 (100%) |
| 5 | Is the **School Mapping Handbook** clear to you? | Not clear at all | 0 | 0 | 0 | 0 |
| | | Not so clear | 0 | 0 | 0 | 0 |
| | | All right | 0 | 0 | 0 | 0 |
| | | Clear | 8 | 5 | 4 | 17 (39.5%) |
| | | Very clear | 5 | 9 | 12 | 26 (60.5%) |
| | | **Total** | 13 | 14 | 16 | 43 (100%) |
| 6 | Are you confident of conducting the **school mapping** exercise? | Not at all | 0 | 0 | 0 | 0 |
| | | Not much | 0 | 0 | 0 | 0 |
| | | So-so | 0 | 0 | 0 | 0 |
| | | Much | 7 | 5 | 7 | 19 (42.2%) |
| | | Very much | 7 | 9 | 10 | 26 (57.8%) |
| | | **Total** | 14 | 14 | 17 | 45 (100%) |
| 7 | Were the instructions given during the training clear to you regarding the **school planning**? | Not clear at all | 0 | 0 | 0 | 0 |
| | | Not so clear | 0 | 0 | 0 | 0 |
| | | All right | 1 | 2 | 1 | 4 (8.9%) |
| | | Clear | 8 | 6 | 7 | 21 (46.7%) |
| | | Very clear | 5 | 6 | 9 | 20 (44.4%) |
| | | **Total** | 14 | 14 | 17 | 45 (100%) |
| 8 | Is the **School Planning Handbook** clear to you? | Not clear at all | 0 | 0 | 0 | 0 |
| | | Not so clear | 0 | 0 | 0 | 0 |
| | | All right | 1 | 0 | 2 | 3 (6.8%) |
| | | Clear | 6 | 9 | 4 | 19 (43.2%) |
| | | Very clear | 7 | 5 | 10 | 22 (50.0%) |
| | | **Total** | 14 | 14 | 16 | 44 (100%) |
| 9 | Are you confident of conducting the **school planning** exercise? | Not at all | 0 | 0 | 0 | 0 |
| | | Not much | 0 | 0 | 0 | 0 |
| | | So-so | 2 | 0 | 1 | 3 (7.0%) |
| | | Much | 4 | 8 | 5 | 17 (39.5%) |
| | | Very much | 6 | 6 | 11 | 23 (53.5%) |
| | | **Total** | 12 | 14 | 17 | 43 (100%) |
| 10 | Were the instructions given during the training clear to you regarding the **council education planning**? | Not clear at all | 0 | 0 | 0 | 0 |
| | | Not so clear | 0 | 0 | 0 | 0 |
| | | All right | 1 | 1 | 0 | 2 (4.5%) |
| | | Clear | 8 | 7 | 8 | 23 (52.3%) |
| | | Very clear | 5 | 6 | 8 | 19 (43.2%) |
| | | **Total** | 14 | 14 | 16 | 44 (100%) |
| 11 | Is the **Council Education Planning Handbook** clear to you? | Not clear at all | 0 | 0 | 0 | 0 |
| | | Not so clear | 0 | 0 | 0 | 0 |
| | | All right | 0 | 0 | 1 | 1 (2.3%) |
| | | Clear | 10 | 8 | 8 | 26 (59.1%) |
| | | Very clear | 4 | 6 | 7 | 17 (38.6%) |
| | | **Total** | 14 | 14 | 16 | 44 (100%) |
| 12 | Are you confident of conducting the **council education planning**? | Not at all | 0 | 0 | 0 | 0 |
| | | Not much | 0 | 0 | 0 | 0 |
| | | So-so | 1 | 0 | 0 | 1 (2.2%) |
| | | Much | 5 | 5 | 7 | 17 (37.8%) |
| | | Very much | 8 | 9 | 10 | 27 (60.0%) |
| | | **Total** | 14 | 14 | 17 | 45 (100%) |
| 13 | Your **overall evaluation** of the training? | Not at all | 0 | 0 | 0 | 0 |
| | | Not much | 0 | 0 | 0 | 0 |

| No. | Question | Rating | DEO | DPLO | Facili-tator | Total |
|-----|----------|--------|-----|------|---------|-------|
| | | So-so | 0 | 0 | 0 | 0 |
| | | Much | 7 | 5 | 7 | 19 (42.2%) |
| | | Very much | 7 | 9 | 10 | 26 (57.8%) |
| | | **Total** | 14 | 14 | 17 | 45 (100%) |

## 13.4 Council-level training

Following the Facilitators Training in Dar es Salaam, the LGAs organized five-day Council-level Training in June 2004 in their respective LGAs. DEO and DPLO together with Facilitator, who attended the Facilitators Training in Dar es Salaam, led the training. Each LGA invited council officers, WEOs, and WECs. In many LGAs District Commissioner (DC) or District Executive Director (DED) attended part of the training though in some LGAs he actively participated throughout the training. The venue for the training varied from LGA to LGA depending on

Table 3.7 Number of Wards, Villages, and Schools in 16 LGAs for Term 2

| District | Number of Wards | Number of Villages | Number of Schools |
|----------|-----------------|--------------------|--------------------|
| Hanang DC | 22 | 62 | 79 |
| Kiteto DC | 15 | 48 | 78 |
| Monduli DC | 20 | 75 | 77 |
| Ngorongoro DC | 14 | 32 | 51 |
| Kondoa DC | 35 | 169 | 198 |
| Dodoma DC | 50 | 127 | 151 |
| Mpwapwa DC | 21 | 86 | 110 |
| Ludewa DC | 22 | 76 | 97 |
| Same DC | 26 | 79 | 175 |
| Kwimba DC | 25 | 109 | 139 |
| Sengerema DC | 25 | 124 | 160 |
| Singida DC | 28 | 124 | 146 |
| Iramba DC | 33 | 127 | 145 |
| Igunga DC | 26 | 98 | 112 |
| Urambo DC | 26 | 100 | 116 |
| Kilwa DC | 20 | 93 | 86 |
| Total | 408 | 1529 | 1920 |

*Figures are from fund management report prepared by ENV Consult LTD

the availability of suitable place. Most of the LGAs used a hall or a classroom at a primary or secondary school or Folk Development College in the council centre.

In many LGAs the training started with an opening ceremony led by the DED, DC or one of the high ranking representatives such as District Administrative Secretary (DAS) or Council Chairman. It was followed by introduction of concepts and objectives of school mapping and micro-planning and then by the explanatory sessions on school mapping and micro-planning procedures. In general, the training focused more on school mapping and school planning than on council education planning. The training, in most cases, followed the similar process as the Facilitators Training in Dar es Salaam, including group activities.

## 13.5 Ward-level Training

In most LGAs Ward-level Training was organized soon after the Council-level Training in the later half of June or early July. The last LGA completed the training by 22 July, 2004. In each ward five-day training was held at one of the schools. It was facilitated by WEO and WEC, who had participated in the Council-level Training. Participants of the training included head teachers, (assistant head) teachers, Village Executive Officers (VEOs) and Village/Mtaa leaders. The training normally consisted of two-day training for school mapping and three-day training for school planning. In total 1,920 primary schools received the training.

## 14. IMPLEMENTATION

Table 3.8 at the end of this section shows the progress of the school mapping and micro-planning activities in Term 2 by 16 LGAs. The table includes both training and implementation of school mapping and micro-planning.

### 14.1 School Mapping

After the completion of Ward-level Training, schools started administering 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 were 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. During the data collection, WECs and WEOs usually monitored the process. After the data collection, school data were aggregated and tabulated manually by WECs at the ward level in the same way as Term 1. The average length of the data collection and tabulation at the ward level was approximately 26 days, which was roughly the same as that of Term 1.

**Data Collection at School Level**

It is worth mentioning that the operation of data collection was very successful although daily subsistence allowance (DSA) for participants at the school level during the data collection was not paid at all. This result is rather surprising in the context of an externally funded project. The fact indicates that if the stakeholders have a strong sense of ownership and commitment, it would be irrelevant whether DSA was paid or not.

**Data Tabulation at Ward Level**

WECs and WEOs collected all school data and tabulated them manually by using calculators. The calculation included computation of net enrolment ratio (NER), gross enrolment ratio (GER), pupil-textbook ratio, teacher-pupil ratio, etc., and one of the common mistakes was confusion between GER and NER. As a result, there were many cases where WECs were requested to recalculate GER and NER.

**Data Entry and Analysis at the Council Level**

Unlike Term 1, there was no severe delay in computer program installation at the LGAs although there were some errors found in the program and all 16 LGAs received a computer technician to fix the errors. Academic Officers, District Statistics and Logistics Officer (DSLO) and/or DEO's secretaries were trained on how to enter data and operate the program so that data consolidation at the council level went smoothly.[24]

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[24] There were several districts which had some difficulties in data entry. For example, Ludewa DC office always faces a shortage of electricity because electricity is produced by a diesel generator. In addition to this, diesel has to be purchased in Njombe town in Njombe District, which is about 156 km away from the office.

There were some LGAs where council officers spotted inaccurate numbers in tabulated data at ward, and those WECs and WEOs were asked to correct the errors. Because of the correction, WECs and WEOs needed some more time to recheck the data. Consequently, the start of data consolidation at the LGAs was behind their schedule.

## 14.2 School Planning

Participants in the school mapping exercise included at least a head teacher, assistant head teachers, school committee chairperson, school committee members, village chairperson (or Mtaa leader), and village executive officers. They reviewed the *School Planning Handbook* again when they started actual school planning. This was because the training on micro-planning had been carried out long time ago. They were guided by the handbook and prepared a plan using the data obtained from the school mapping activity. WECs and WEOs also monitored the process of school planning.

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.

After school plans were drafted at school-level in many cases they were formally submitted to the respective Village Assemblies for discussion and approval. In some LGAs, such as Hanang and Singida DCs, school plans were further consolidated as Ward Education Development Plan at ward-level and approved by Ward Development Committee, which was forwarded to the council together with individual school plans.

## 14.3 Council Education Planning

The first part of council education planning was the verification of school plans. School plans were approved by village assembly and consolidated at the ward level to form a Ward Education Development Plan[25]. Councils received school plans from WECs and WEOs and verified the contents of the plans in the presence of the WECs and WEOs.

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:

- Data consolidation was delayed because removal of computer program bugs took time.

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[24] The Ward Education Development Plan is to be approved by Ward Development Committee.

- Reviewing school plans took longer time than they had expected. They found many mistakes and shortcomings in them.
- Either DEO or DPLO was missing for other duties when they started preparing a plan. As a result, the planning was postponed.
- The time of planning conflicted with Primary School Leaving Examination (PSLE) preparation. Consequently, the planning was postponed.
- The funds for the council planning were delayed.

Table 3.8   Progress of School Mapping and Micro Planning (Term 2)

| Region | LGA | Facilitator | Council-level training | Ward-level Training | Data Collection* | Data Consolidation** | School Planning | Council Planning |
|--------|-----|-------------|----------------------|--------------------|-----------------|---------------------|----------------|-----------------|
| Iringa | Ludewa DC | Mr. Mwaselela, F | June 14 - 18 | June 28 – July 2 | July 3 – 19 | July 22 - 18 | July 19 - 30 | Aug. 23 - Sep. 11 |
| Lindi | Kilwa DC | Ms. Upor, R | June 21 - 25 | July 1 – 5 | July 12 - Aug. 3 | Aug. 11 - 18 | Aug. 9 - 13 | Sep. 1 - 14 |
| Kilimanjaro | Same DC | Mr. Kisaka, H | June 7 - 11 | June 14 – 18 | June 28 – July 23 | July 26 - Aug. 30 | June 21 - July 12 | Sep. 6 - 18 |
| Arusha | Ngorongoro DC | Mr. Nshimba, J | June 14 - 18 | June 21 – 25 | June 28 – July 14 | Aug. 2 - 15 | July 27 - Aug. 1 | Sep.14 - Oct. 6 |
| | Monduli DC | Ms. Munisi, A | June 14 - 18 | June 28 – July 2 | July 12 - 30 | Sep. 6 - 14 | Aug. 16 - Sep. 11 | Nov. 1 - 18 |
| Manyara | Kiteto DC | Mr. Mshana, L | June 16 - 20 | June 28 – July 2 | July 26 - Aug. 18 | Sep. 1 - 10 | Aug. 20 - 28 | Sep. 14 - Oct. 6 |
| | Hanang DC | Mr. Kamwela, P | June 14 - 18 | June 21 – 25 | July 1 - 31 | Oct. 4 - 23 | Aug. 12 - Sep. 14 | Oct. 25 - Nov. 10 |
| Singida | Singida DC | Mr. Mrutu, Y | June 21 - 25 | June 28 – July 2 | July 5 – 30 | Aug. 1 - 28 | Aug 2 - 14 | Oct. 15 - Nov. 17 |
| | Iramba DC | Mr. Mayani, Y | June 14 - 18 | June 21 – 25 | June 28 – July 31 | Aug. 17 – Sep. 6 | July 26 - Aug. 7 | Sep. 13 - 26 |
| Dodoma | Dodoma DC | Mr. Marango, J | June 14 - 18 | June 21 – 25 | June 28 - July 24 | Aug. 16 - Sep. 25 | July 5 - 15 | Oct. 4 - 25 |
| | Kondoa DC | Mr. Masud, N | June 10 - 14 | June 22 – 26 | July 1 - 31 | Aug. 16 - Sep. 3 | July 17 – Aug. 15 | Sep. 4 - 12 |
| | Mpwapwa DC | Ms. Alexander, T | June 7 - 11 | June 21 – 25 | July 19 – Aug. 31 | Sep. 14 – 26 | Sep. 18 - 28 | Nov. 15 - Dec. 2 |
| Tabora | Urambo DC | Mr. Wamlyoma, E | June 14 - 18 | June 21 – 25 | June 28 – July 14 | Aug. 6 – 13 | July 28 – Aug. 6 | Sep. 20 - Oct. 9 |
| | Igunga DC | Mr. Ng'wanisanda J. | June 14 - 18 | June 21 – 25 | June 28 – July 30 | Aug. 2 - 24 | June 28 - July 23 | Aug. 25 - Sep. 10 |
| Mwanza | Kwimba DC | Karumuna, G | June 22 – 26 | June 28 – July 2 | July 5 - 24 | July 28 - Aug. 4 | July 26 - Aug. 28 | Sep. 20 - Oct. 5 |
| | Sengerema DC | Mr.Bitegeko, E | June 21 - 25 | June 28 - July 2 | July 5 - 14 | July 16 - Aug. 14 | July 26 - Aug. 4 | Aug. 28 – Sep. 10 |

*: Data collection includes a period of data aggregation activity at the ward level.
**: Data consolidation means data entry and editing at the council level.

## 15.   MONITORING

### 15.1  Monitoring Method

To ensure the consistency of monitoring activities which were to be conducted by different team members and counterparts, monitoring sheets were prepared for Council-level and Ward-level Training as well as school mapping and micro-planning activities during Term 1.   As the Term 2 exercise was slightly different from Term 1, monitoring sheets were adjusted according to the changes.   The observed activities were evaluated with respect to the following criteria.

Council-level and Ward-level Training[26]
1)  Awareness/ownership of council/ward officers
2)  Organization of training (participants, time, venue, programme, etc.)
3)  Cooperation between council/ward officers and Facilitators
4)  Facilitators' understanding of school mapping and micro-planning process
5)  Clarity of explanation by facilitators
6)  Forwardness of participants during the training
7)  Confidence of participants to operate Ward-level Training (for council-level training) /School Mapping and Micro-planning at school (for Ward-level Training)
8)  Validity of financial operation by council/ward
9)  Cooperation between council accountants and assistant accountants from the Sub-contractor Team (for council-level training)/ Commitment of council officers on monitoring and facilitation activities (for Ward-level Training)

Data Collection at School
1)  Awareness/ownership of school committee members
2)  Head teacher's understanding of school mapping process
3)  Organization of data collection activities
4)  Accuracy of data collection
5)  Commitment of council and ward officers on monitoring and facilitation activities

Data Consolidation and Report Preparation at council
1)  Awareness/ownership of council/ward officers
2)  Organization of data consolidation
3)  Clarity of instruction from sub-contractor on how to operate data consolidation program
4)  Council officers' understanding how to utilize data consolidation program
5)  Accuracy of data entry
6)  Validity of financial operation by council
7)  Commitment of facilitator on facilitation activities
8)  Cooperation between council accountants and assistant accountants from the Sub-contractor Team

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[26]   Council-level training is for the participants from wards such as Ward Executive Officers (WECs) and Ward Education Coordinators (WEOs) and it is felicitated by council officers together with Facilitator from Sub-contractor Team. Ward-level Training targets the people form schools and villages such as head teachers and Village Executive Officers (VEOs). The details are described in the section 2.3.3.

## School Planning

1) Awareness/ownership of school committee members
2) Understanding of school committee members on school planning process
3) Organization of school planning activities
4) Involvement and participation of village/mtaa people in the process
5) Awareness raising of participants
6) Commitment of council and ward officers on monitoring and facilitation activities

## Council Education Planning

1) Awareness/ownership of council officers
2) Understanding of council officers on council education planning
3) Organization of council education planning activities
4) Involvement and participation of different stakeholders in the process
5) Awareness raising of participants
6) Commitment of the Facilitator on facilitation activities
7) Validity of financial operation by council
8) Cooperation between council accountants and assistant accountants from the Sub-contractor Team

## 15.2 Monitoring Process

The JICA Consultant Team and officers of MOEC and PO-RALG monitored the Council-level and Ward-level Training, the data collection and consolidation, the school planning and council planning. As shown in Table 3.9, the team and government officers visited different LGAs at different stages of school mapping and micro-planning from June to October 2004.

Table 3.9   Monitoring Schedule

| Date | LGAs | Monitoring | Members |
|---|---|---|---|
| June 10 ~ 18 | Same DC, Monduli DC, Ngorongoro DC, Hanang DC | Council-level training, Ward-level Training | Mr. Mallya, MOEC<br>Mr. Gandye, JICA C/T<br>Ms. Watanabe, JICA C/T |
| June 20 ~ 22 | Sengerema DC, Kwimba DC | Council-level training, Ward-level Training | Mr. Miyedu, MOEC<br>Mr. Gandye, JICA C/T<br>Ms. Watanabe, JICA C/T |
| June 15 ~ July 2 | Urambo DC, Igunga DC, Iramba DC, Singida DC, Dodoma DC, Mpwapwa DC, Kiteto DC, Kondoa DC, Ludewa DC | Council-level training, Ward-level Training | Mr. Magotta, PO-RALG<br>Mr. Aizawa, JICA C/T<br>Mr. Mwansanga, JICA C/T |
| July 3 ~ 6 | Kilwa DC | Ward-level Training | Mr. Lyanga, MOEC<br>Ms. Kamei, JICA<br>Mr. Gandye, JICA C/T |
| July 14 ~ 17 | Kiteto DC, Mpwapwa DC | Data Collection at the School Level | Mr. Lyanga, MOEC<br>Mr. Gandye, JICA C/T<br>Mr. Mwansanga, JICA C/T |
| Aug. 1 ~ 18 | Dodoma DC, Singida DC, Iramba DC, Urambo DC, Igunga DC, Sengerema DC, Kwimba DC, Hanang DC, Monduli DC, Same DC | School Planning, and Data Consolidation at the council level | Mr. Lyanga, MOEC<br>Mr. Gandye, JICA C/T<br>Mr. Mwansanga, JICA C/T |
| Sep. 13 ~ 18 | Dodoma DC, Mpwapwa DC, Kondoa DC | School Planning, and Data Consolidation at the council level | Ms. Kamei, JICA<br>Dr. Toyomane, JICA C/T<br>Mr. Gandye, JICA C/T<br>Mr. Mwansanga, JICA C/T |

| Date | LGAs | Monitoring | Members |
|---|---|---|---|
| Oct. 14 ~ 19 | Monduli DC, Hanang DC, Singida DC, Dodoma DC, Kondoa DC, Kiteto DC | Council Education Planning | Mr. Lyanga, MOEC<br>Mr. Gandye, JICA C/T<br>Mr. Sato, JICA C/T<br>Mr. Mwansanga, JICA C/T |
| Oct. 25 ~ 26 | Kilwa DC | Council Education Planning | Mr. Mswanyama, MOEC<br>Mr. Gandye, JICA C/T<br>Mr. Sato, JICA C/T<br>Mr. Mwansanga, JICA C/T |

MOEC: Ministry of Education and Culture
PO-RALG: President's Office, Regional Administration and Local Government
JICA C/T: Japan International Cooperation Agency Consultant Team

The main purposes of monitoring were to understand what constraints stakeholders were facing at different levels in relation to the school mapping and micro-planning exercise and to reinforce the cascade system by making direct technical inputs from the JICA Consultant Team during the monitoring.

Different monitoring methods were applied depending on activities being monitored. For instance, the monitoring team had discussions and interviews with facilitators (DEOs, DPLOs, WECs, head teachers and Facilitators) and stakeholders, gave direct facilitation to participants at training, and observed the school mapping and micro-planning activities using monitoring sheets.

## 15.3 Monitoring Results (Review of Process)

This section reviews the process of school mapping and micro-planning. The process review is based on the JICA Consultant Team's monitoring results and 16 Facilitators' monthly reports.

### 15.3.1 Review on School Mapping

The school mapping process is broadly divided into three stages: data collection at the school level, data compilation at the ward level, and data consolidation at the council level. Table 3.10 summarizes strengths and weaknesses found in each stage, and some details are followed.

Table 3.10  Summary of Findings of School Mapping

| Stages | Strengths | Weaknesses |
|---|---|---|
| Data Collection (School Level) | - Head teachers and committee members were very motivated.<br>- Activities were done without DSA.<br>- WECs monitored activities.<br>- Head teachers and school committee members re-realized school problems. | - Village population registers were inaccurate.<br>- Some schools did not follow the handbook. (particularly Part 3)<br>- Council officers and Facilitators did not do sufficient monitoring. |
| Data Compilation (Ward Level) | - WECs were very motivated and did calculation manually.<br>- WECs spotted some errors in school data. | - There were some calculation mistakes.<br>- Some WECs were confused between GER and NER. |
| Data Consolidation (Council level) | - Many DEOs and DPLOs took responsibility and leaderships.<br>- Councils rechecked school data. | - Technical glitches were in the computer program.<br>- Some LGAs did not have a computer for data entry. |

**Data Collection**

Most head teachers and school committee members were much motivated and conducted the school mapping exercise successfully, even though DSA wasn't given to them.[27] The reason is presumably that school mapping (and planning later) was done as a part of PEDP process. Secondly, head teachers who joined the training fully understood the school mapping and facilitated the school committee members well. One good example was the case of Vinghawe Primary School (Vinghawe Ward) in Mpwapwa DC where the head teacher wanted to ensure accuracy of data on school age population. As a result, he worked together with village leaders to physically count the children from house to house.

A majority of schools followed the *School Mapping Handbook*. For example, head teachers in Dodoma DC assigned two pupils (a boy and a girl) to administer the Questionnaire Part 3 where one was reading the questions and the other was recording the answers. WECs actively monitored implementation of the data collection and facilitated schools whenever schools faced difficulties.

LGAs were under an obligation to monitor the school data collection. The JICA Consultant Team was glad to know that some LGAs were doing serious monitoring. For example, the JICA Consultant Team learned that Kwimba DC had already monitored 21 wards out of 25 in the middle of the data collection activity. The DEO told the team that they visited all schools in 18 wards. He said that if the education department had a more reliable vehicle, they could have monitored all schools.

On the other hand, negative aspects were identified during the JICA Consultant Team's monitoring. First, not a small number of schools failed to collect correct figures of school-aged children because those village population registers were inaccurate. Consequently, the GER and NER results became inaccurate.

Second, some schools did not follow the *School Mapping Handbook*, especially in the Questionnaire Part 3 activity. Part 3 was supposed to be done by pupils, but the schools decided to have teachers, instead of pupils, administer the questionnaire. The reason was that the head teachers or teachers concluded that pupils did not have adequate ability to handle the questionnaire and might mislead answers. As a consequence, many pupils could not answer the questionnaire freely because of teacher's supervision.

**Data Compilation**

The most remarkable aspect identified in the school mapping was that WECs worked very hard to collect school data from each school and compile the data at the ward level. The compilation not only includes simple aggregation of numbers but also computation of school indicators such as GER and NER. Some LGAs including Iramba DC officially established a system of checking school data at the ward level to find and correct errors. The aim was to minimize the correction work at the council level. Otherwise, the LGA would spend much time for checking errors in hundreds of school

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[27] DSA was given to school level stakeholders in Term 1.

data.

Because of WECs' hard work, the JICA Consultant Team did not find any severe delay in data compilation at the ward level. However, many LGAs which did not take any systematic measures to deal with data errors at ward reported that they found many calculation mistakes in ward tabulation sheets. It was mainly due to the fact that the most of WECs did calculation by hand[28] and in most cases they calculated once and did not recheck the results. Some LGAs also admitted that a number of WECs did not fully understand the GER and NER formulas.

**Data Consolidation**

Situation and results of data consolidation vary from LGA to LGA. For example, the Facilitator in Singida DC re-trained 5 council officers to make sure the process of data consolidation should be taken correctly. Meanwhile, DEO provided a computer exclusively for the data entry. The LGA also utilized another computer at a different section after working hours to accelerate the data entry.

Technical weaknesses could be summarized in two major shortcomings. First, the computer program had bugs, and it took some time to get them out of the computer program, which caused delay of data entry among many LGAs. Fortunately, the problem was not serious as that of Term 1.

Secondly, some LGAs did not have enough computers. One computer was often shared with other sections, which caused delay of data entry. The number of officers who dealt with the data consolidation was also a problem in some LGAs. Data consolidation does not mean only data entry, but understanding the operation of the program, data analysis and reporting. Some DSLOs or education academic officers who are not good at computer first hesitated to touch a computer, operate the data consolidation and ultimately do analysis. In this case, the LGAs assigned either a clerk or DEO's secretaries who work daily with a computer and were asked to do the data entry. However, after the data entry was completed, suddenly the DSLO or the academic officer's turn came, and they got confused. Fortunately, the Facilitators supported them, and they managed to complete it.

## 15.3.2 Review on School Planning

Below shows an example of monitoring sheets which the JICA Consultant Team filled in during monitoring. During the school planning stage, the JICA Consultant Team visited 10 LGAs and monitored the process of school planning. The team also reviewed the process of school planning by going through monthly reports submitted by the 16 Facilitators.

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[28] Of course, none of WECs has got a computer. Some of them used a calculator, but there were still mistakes.

***Sample Result of Monitoring Sheet on School Planning by LGA in August 2004***

| | Criteria | Rating | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | | Dodoma | Singida | Iramba | Urambo | Igunga | Senge-rema | Kwimba | Hanang | Same |
| 1 | Awareness/ownership of School Committee Members | B | B | B | B | B | B | B | B | B |
| 2 | Understanding of School Committee Members on School Planning Activities | B | B | A | B | B | C | B | B | B |
| 3 | Organization of School Planning Activities | B | B | A | B | C | C | B | B | B |
| 4 | Involvement and Participation of Village/Mtaa People in the Process | B | B | B | C | C | B | B | C | C |
| 5 | Awareness Raising of Participants | B | B | B | C | C | B | B | B | B |
| 6 | Commitment of Council and ward Officers on Monitoring and Facilitation Activities | A | B | A | B | B | D | B | B | A |

A: Excellent   B: Very Good   C: Good   D: Passive   E: Failed
Note: This table doest not mean the overall evaluation results of all 16 district.   It only shows rating as of August 2004, and covers only 9 districts.

Table 3.11 shows a summary of strengths and weaknesses identified through monitoring by the JICA Consultant Team.

Table 3.11   Summary of Findings of School Planning

| Activities | Strengths | Weaknesses |
|---|---|---|
| Preparation of School Planning | - The *Handbook* was clear and easy to use.<br>- Good understanding of school committee members on the school planning. | - Some schools did not get community participation. |
| Implementation of School Planning | - Implementation went smoothly even though DSA was not provided.<br>- School committee members re-realized school's real situation and problems.<br>- School planning activities raised education awareness among villagers. | - Monitoring was not sufficient by council officers.<br>- Some school plans were formulated mainly by the head teachers. |
| Result of School Planning | - Good school plans were produced as the first attempt.<br>- School plans received approval from Village Councils. | - Resource requirement analysis was not enough, and thus budgeting was not realistic.<br>- Many plans focused on infrastructure rather than quality improvement. |

**Preparation of School Planning**

Based on experience and users' comments in Term 1, the *School Planning Handbook* was revised for Term 2. Thanks to the modifications the handbook was found more concise and more user friendly. For example, 38 out of 44 participants (93.2%) at the *Facilitators Training for Micro-Planning* held at Dar es Salaam answered that the handbook was either "very clear" or "clear". The JICA Consultant Team also confirmed during monitoring that all stakeholders (WECs, WEOs, and head teachers) who received the training answered that the handbook was comprehensive and easy to use.

The second strength identified during monitoring was that most of head teachers as well as school committee members recognized that the school planning activity was part of PEDP. In order to receive the PEDP funds, a school first prepares a school plan, then do foundation work for school classrooms and/or teacher's quarter construction in a participatory manner.

The third strength was that school committee's involvement was very high. For example, the JICA Consultant Team was informed by Singida DC that all members of school committees in the LGA attended sensitization seminars organized by the head teachers.

On the other hand, one of the weaknesses identified during the monitoring by the JICA Consultant Team was a low community participation in some particular areas. In the case of Urambo DC, there were two schools where villagers did not turn up for their meetings because of leadership conflicts in the villages.

**Implementation of School Planning**

The first positive finding was that the majority of schools had stakeholder meetings and discussed setting priority among school committee members. In case of Ibondo Primary School in Sengerema DC, the head teacher and committee members discussed problems and set new toilet pits as one of prioritized issues. Shortly, the members and villagers started digging new toilet pits by their own initiative.

Second, the school planning activity and the previous school mapping activity certainly raised education awareness among villagers. The activities involved many villagers and gave them a chance to rethink about education. This could be interpreted as social marketing effect of the school mapping and micro planning due to many village people's involvement and its social marketing effect. There were so many cases that a school plan also passed the Village Council and became a part of the village development plan.

Third strength was the LGA's own initiative. The JICA Consultant Team found that some LGAs utilized part of PEDP monitoring funds for monitoring the school mapping and micro-planning activities. The council officers understood that monitoring was an essential task of the council officers because school mapping and micro-planning was part of the PEDP process. Thus, they decided to utilize the funds.

A weakness identified was insufficient monitoring by LGAs, especially lacking of uniform monitoring. For example, in Igunga DC, the process of school planning in the township was very good while that in remote areas was only passive. The JICA Consultant Team found that awareness of school mapping and micro planning differed between schools in the township and schools in the remote areas. This kind of gap or remote areas' low motivation presumably arose from lack of support from the LGA. This problem could have been identified at an earlier stage and amended if the LGA had carried out more systematic monitoring of schools in different locations.

**Results of School Planning**

As the first attempt, school plans prepared by primary schools in 16 LGAs were generally in good quality. The majority of schools held stakeholder meetings, discussed issues among school committee members and followed the planning steps as indicated in the handbook. Usually school plan's first priority was either classroom construction or teacher's house construction. This priority exactly matches with PEDP strategy.

One of the strengths identified of the results of the school planning was that most school plans passed through Village Assemblies, which meant the plans were not only for the schools but also considered as part of village development plans. According to the PEDP document, all school plans are required to pass through Village Assemblies, and those schools followed this PEDP instruction.

A good school plan not only shows a clear vision, good prioritization of objectives and a concrete action plan, but also has a spillover effect of raising education awareness in the community. A good plan is the result of many stakeholders' participation, discussion and action.[29] These participants are not only teachers or school committee members, but also village leaders, Village Assembly members, religious leaders, parents and pupils.

By contrast, the weakness identified during the JICA Consultant Team's monitoring was that some school plans showed unrealistic resource analysis and a wishing list of objectives. Some of them also did not contain a clear vision or realistic budgeting. Timetables of some annual action plans were inappropriate and often did not follow formats and steps as specified in the *School Planning Handbook*. This poor result was probably caused by low commitment and irresponsibility among the head teacher and committee members, but it could be caused by inappropriate ward-level training facilitated by WECs and by lack of monitoring by council officers.

### 15.3.3 Review on Council Education Planning

Table 3.12 shows a summary of strengths and weaknesses identified through the monitoring by the JICA Consultant Team.

Table 3.12 Summary of Findings of Council Education Planning

| Activities | Strengths | Weaknesses |
|---|---|---|
| Preparation of Council Planning | - The *Handbook* was clear and easy to use.<br>- Ward education plans were prepared. | - Facilitators from Sub-contractor team played a central role in preparing plans in a few LGAs. |
| Implementation of Council Planning | - LGA could verify educational issues and problem.<br>- LGA used own budget for supporting the planning. | - Some LGAs did not hold a stakeholder meeting. |
| Results of Council Planning | - Most council education plans were in good quality. | - Some unrealistic or wishful plans were identified. |

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[29]    The DEO at Monduli DC noticed that awareness of education among school committees and communities had increased since the school mapping and micro planning exercise. The district is counted as one of high drop-out rate districts in Tanzania. One of the reasons is that Monduli DC is a part of Maasai land and they have a tendency to move from one place to another.

**Preparation of Council Planning**

The first strength identified was that the handbook used for the council education planning was comprehensive. The result of the evaluation sheet distributed at the end of the *Facilitators Training* at Dar es Salaam showed that 42 out of 44 participants (97.7%) perceived the handbook was either "very clear" or "clear". These responses were expected since the handbook had been revised carefully based on the experiences from Term 1. Furthermore, the logic used in the handbook was the same as that in the *School Planning Handbook*, which was also evaluated as a very comprehensive and neat handbook.

There was another excellent initiative observed in Hanang and Singida DCs. As their own initiative, the LGAs gave instructions to the Ward Development Committees to prepare ward education plans. The Ward Development Committees in the LGAs followed the *Council Education Planning Handbook*, including the steps and formats shown in the handbook. The DPLO of Hanang DC and the DEO of Singida DC had an almost same comment that ward education plans greatly helped the LGA to prepare the council education plan. These LGAs already received O&OD training from PO-RALG that instructed them to have a ward development plan, and they actually put the training exercise into practice. The Ward Development Committees also passed the ward education plans.

On the other hand, a weakness was identified in a few LGAs. The major problem was lack of seriousness. In these LGAs, the DEO's and/or the DPLO's motivation was low, and did not involve themselves with the planning activities at the beginning. Instead, they just assigned academic officers to take care of the process, and these academic officers expected the Facilitators to work together because these academic officers had not received any training. For example, Ngorongoro and Kiteto DCs showed very low commitment to the planning. Consequently, their council education plans had low quality. Unfortunately, a good number of school plans in these LGAs also were unsatisfactory.

**Implementation of Council Planning**

Results of school mapping data gave useful information to LGAs. Although LGAs already knew issues and problems of schools before the school mapping exercise began, what they actually knew were only rough figures or outlines. After the school mapping exercise was completed, the data revealed the issues and the problems quantitatively. It gave council officers an opportunity to verify the educational issues and problems accurately. For example, the DEO of Monduli DC told the JICA Consultant Team that the LGA would put an education awareness seminar as one of top priorities of the council plan as the high drop-out rate is one of the major problems in this LGA. Another example, the school mapping result in Kondoa DC showed serious shortages of desks, teacher houses, pit latrines and classrooms. The DEO told the monitoring team that the LGA planned to alleviate the problem of pit latrine shortage within one year.

Another strength identified during the council education planning was many LGAs' high ownership and motivation. For example, LGAs like Hanang, Singida and Igunga

DCs provided their own budget and started activities of the council planning before the funds reached them as they thought that the school mapping and council education planning activities were a continuous process, and should not be interrupted in the middle.

On the other hand, because of lack of seriousness and motivation of council officers, some LGAs did not follow the steps shown in the handbook. Serious negligence was that they did not hold stakeholder meetings to discuss findings from the school mapping results and issues from each ward. In this case, a few council officers gathered together, and started writing a council education plan without carefully following the handbook steps.

**Results of Council Planning**

Before mentioning the results of council planning, it is worth mentioning comments on the school mapping and micro-planning exercise from LGAs including DEOs and DPLOs.

- The exercise was very useful and detailed one for both schools and councils.
- The exercise involved more stakeholders than previous planning exercises like Whole School Development Planning.
- The exercise enhanced community participation and raised education awareness.
- The exercise was expensive and it takes a long time to accomplish.

Success of the school mapping and micro-planning exercise largely depended on LGA's motivation and commitment. Any LGA where DEO and DPLO seriously participated in the training session, did frequent monitoring on schools and firmly followed the steps in the handbook produced a good education plan. Overall, more than half of 16 council education plans showed good quality.

Meanwhile, a weakness was identified in the result of council planning. For example, in a few LGAs the Facilitators reluctantly prepared many parts of the plans due to delay of the process, missing key persons and lack of seriousness and commitment of council officers. Those Facilitators faced dilemma and felt frustration against the council officers. The Facilitators tried hard to involve the reluctant officers as much as he/she could.

### 15.3.4 Major Problems and Countermeasures

Major problems recognized through the review on the school mapping and micro-planning process included inaccurate aggregation and computation of school data, delay of remittance to LGAs, lack of monitoring by different levels of actors, imperfection of financial reports from LGAs, overlapping official activities at school and council, and others. These had direct and indirect negative effects on the process of activities. Table 3.13 summarizes problems and their countermeasures taken by different actors.

Table 3.13   Summary of Problems, Issues and Countermeasures

| Problems and Issues | Countermeasures | Actors |
|---|---|---|
| - Inaccurate aggregation and computation at school and ward | - Revising and resubmitting school mapping data | WECs and WEOs<br>Council officers |
| - Delay of remittance to LGAs | - Utilizing LGA own budget for the time being | Council Officers<br>JICA C/T in consultation with MOEC |
| - Lack of monitoring by council officers | - Raising awareness of DEOs and DPLOs<br>- Putting LGA own resources | JICA C/T<br>MOEC<br>Council officers |
| - Lack of monitoring by Facilitator | - Reminding responsibility of Facilitators | JICA C/T |
| - Imperfection of financial reports from LGAs | - Assigning assistant accountants to each LGA | JICA C/T in consultation with MOEC |
| - Overlapping official activities at school and council | - Reconsideration of schedules and personnel required | Council offers<br>Schools |
| - Misunderstanding steps of council planning | - Facilitating council officers | JICA C/T |
| - Inappropriate computer program for data consolidation | - Getting the bugs out of the program, and reinstalling a new one | JICA C/T |

JICA C/T: the JICA Consultant Team

## Inaccurate Aggregation and Computation

Many LGAs found that there were many aggregation and computation mistakes in school mapping data submitted by school and aggregated at ward. As a countermeasure, those LGAs pointed out mistakes to WECs and requested them to do recalculation or recollecting data if necessary. Consequently, this problem became a direct cause of delaying the start of the council education planning.

## Delay of Fund Remittance to LGAs

Fund remittance to LGAs was divided into three parts; the first one for the training, the second one for the school mapping exercise, and the third one for the council education planning. In most of the LGAs, the first and the second remittance were done according to the schedule, but the third one was delayed in some LGAs. The main reasons were due to delays of turning in the second LGA financial reports and reviewing them. To solve this problem, these LGAs spent their own budget first, then, covered their expenditure by the remittance which came later.

## Lack of Monitoring by Council Officers

Lack of monitoring by council officers and Facilitators affected the process of school mapping and school planning like in Term 1. Monitoring is a very important tool in the system of cascade training and implementation. It raises participants' awareness and encourages their commitment to the activities. Monitoring also discovers issues and difficulties occurring there, and provides appropriate advice and adjustment. Lack of monitoring was mainly due to lack of enthusiasm of DEOs or DPLOs, lack of funds, and lack of transportation. Several LGAs took countermeasures such as providing their own budget and means of transportation.

## Imperfection of Financial Reports from LGAs

Although the JICA Consultant Team gave financial training for all the council treasurers

and a well prepared manual and forms of a financial utilization report for the LGAs, some of them still did not follow the manual or use the forms. The JICA Consultant Team also found many calculation mistakes in the reports. This may be due to lack of seriousness or irresponsibility of council officers. The JICA Consultant Team, however, understands the situation of several LGAs where they initially used their own budget for the data consolidation or the council planning so that the financial reports were made based on the council formats.

**Overlapping Official Activities at Council and School**

Council officers faced several coincidental activities when they were under the process of school mapping and micro-planning. The basic objective of the school mapping and micro-planning process was to internalize the activities as routine process by enhancing skills and knowledge at school, ward, and council in a suitable manner. For example, under PEDP each school must have a school plan of which preparation was technically supported by school mapping and micro-planning. Therefore, it would be unavoidable for council officers to be loaded with more duties to a certain extent. However, some improvements should have been considered to reduce the overload. For instance, an assistant head teacher could be directly involved in the process of planning at the school level to reduce the burden of the head teacher, and a council academic officer and/or council statistics and logistic officers can be given part of administrative authority at the council level to reduce DEO's or DPLO's workload.