

16. RESULTS OF SCHOOL MAPPING AND MICRO-PLANNING (REVIEW OF OUTPUTS)

This chapter explains the results of review on the outputs of Term 2, namely, the School Mapping Data, School Plan Report and Council Education Plan Report. School Plan Reports and Council Education Plan Reports were reviewed against set criteria using 5 scale measurements in the same way as in Term 1. School Mapping Data were reviewed using different method, which is explained below.

16.1 School Mapping Data

The format of school mapping output for Term 2 was simplified to “School Mapping Data” which consisted of tabulated school mapping results and basic education indicators derived from the results without analysis of data, as the data analysis was included in the situation analysis section in School Plan Report and Council Education Plan Report.

JICA Consultant Team reviewed all 16 School Mapping Data submitted from the LGAs. All the School Mapping Data contained identically tabulated data, since the LGAs used the same computer program prepared by the Sub-contractor team. Although there were a few questionable figures³⁰ in some of the School Mapping Data, the data in general appeared reasonable by judging from the basic indicators derived from the data. The following table shows those indicators aggregated at council level.

Table 3.14 Some Basic Education Indicators from School Mapping Data by LGA

No	LGA	GER	NER	TPR	CPR	TxPR	DPR	THR	TR	PSLEPR
1	Hanang DC	122%	96%	1:55	1:86	1:6	1:4	1:4	26%	36%
2	Kiteto DC	107%	93%	1:55	1:39	1:9	1:6	1:1	22%	27%
3	Monduli DC	85%	75%	1:44	1:64	1:7	1:5	1:4	30%	38%
4	Ngorongoro DC	84%	78%	1:60	1:67	1:5	1:3	1:2	39%	43%
5	Kondoa DC	112%	88%	1:56	1:72	1:8	1:6	1:5	12%	36%
6	Dodoma DC	87%	73%	1:45	1:60	1:7	1:6	1:6	19%	27%
7	Mpwapwa DC	92%	80%	1:48	1:75	1:5	1:4	1:8	24%	54%
8	Ludewa DC	118%	100%	1:51	1:59	1:7	1:4	1:2	29%	50%
9	Same DC	114%	95%	1:43	1:59	1:5	1:3	1:9	40%	49%
10	Kwimba DC	102%	87%	1:68	1:82	1:7	1:4	1:6	24%	61%
11	Sengerema DC	98%	83%	1:65	1:100	1:9	1:6	1:10	14%	46%
12	Iramba DC	123%	93%	1:54	1:80	1:8	1:4	1:4	13%	21%
13	Singida DC	144%	107%	1:61	1:84	1:8	1:8	1:3	10%	26%
14	Igunga DC	95%	79%	1:65	1:67	1:7	1:4	1:15	8%	11%
15	Urambo DC	97%	80%	1:63	1:80	1:10	1:3	1:4	22%	32%
16	Kilwa DC	96%	79%	1:60	1:55	1:6	1:4	1:4	27%	40%

GER: Gross Enrolment Ratio; NER: Net Enrolment Ratio; TPR: Teacher Pupil Ratio; CPR: Classroom Pupil Ratio; TxPR: Textbook Pupil Ratio; DPR: Desk Pupil Ratio; THR: Teacher House Ratio; TR: Transition Rate; and PSLEPR: Primary School Leaving Exam Pass Rate

The tables included in School Mapping Data had several shortcomings such as:

- Some results, especially those from Questionnaire 3 (About Students), were not

³⁰ In some cases NER aggregated by ward showed over 100%. It might be the result of inaccurate data or of the difficulty in defining the catchment area of a school. Classroom Pupil ratio and Teacher House ratio in Kiteto DC showed 1:3 and 1:1, respectively, which appears not realistic.

- disaggregated by sex;
- Projection of enrolment was calculated using uniform national population growth rate instead of LGA's respective population growth rate:
 - Requirements and shortages of classrooms were calculated using classroom pupil ratio of 1:53 instead of recent national target of 1:47³¹; and
 - Requirements and shortages of textbooks were calculated using textbook pupil ratio of 1:3 instead of recent national target of 1:1.

Above shortcomings were notified to the computer programmer of the Sub-contractor team and were amended. The amended data were provided back to the LGAs in electronic files.

16.2 School Plan Report

Out of 1,920 schools which participated in the ward-level training 1,825 schools submitted their School Development Plans. The gap between the number of schools which participated in the training and the number of school plans submitted was caused by the following two reasons. 1) Some schools which do not have up to standard 7 did not prepare the school plans. 2) Some plans were returned to the schools for correction and further refinement by the LGAs and have not been resubmitted to the council education offices, and hence not to the JICA Consultant Team.

16.2.1 Method of Review

One of the JICA Consultant Team who is a native speaker of Swahili reviewed School Plan Reports written in Swahili. 10 school plans from each LGA were randomly selected for review. Samples therefore consist of 160 school plans in total.

The *School Planning Handbook* includes a format of the report (see the table of contents in the right box), which was supposed to be followed by schools for preparation of the report. In line with the format, the JICA Consultant Team reviewed 160 school plans based on 16 criteria as shown in Table 3.15.

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

Review results were first aggregated by council using the average score for each criterion. The summary tables of review results in each LGA are attached as Appendix 14. The results were further put together as the synthesis of 160 school plans shown in the following section.

³¹ In the new target class size as of May 2005, a single stream school will have 40 pupils /Std. = 280 pupils. These requires 6 classrooms since Std I and Std II share one classroom. Therefore the class-pupil ratio will be 6:280 or 1:47.

16.2.2 Results of Review

Average scores for each criterion of School Plan Report are indicated in the fourth column, "Score," in Table 3.15. Remarks and countermeasures for shortcomings are also noted in the table. The following are the main findings from the review of 160 School Plan Reports.

Quality of the School Plans in General

The quality of school plan reports varied from LGA to LGA and from school to school within the LGA. However, generally the quality of the reports can be rated as above average. Most of them were very clear, logical and well formulated and in conformity with the guidelines given in the Handbook. A good number of them, however, had no Executive Summaries and/or Program Formulation. Even when some summaries were included these were mostly mere introductions and/or short history of the school. Key issues such as Situation Analysis, Vision, Objectives and Total Cost for implementing the Three-Year Plan were not addressed.

Utilization of School Mapping Results

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

Consistency between Program Formulation, Plan of Operation, and Annual Action Plan

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

Detailed Budgets

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

Table 3.15 Summary Results of Review on School Plan Report

Item	No	Criteria	Score	Remarks	Suggestions for Improvement
General	1	Does the report follow the given format?	3.7	A good number of reports followed the format. However a few were disorganized.	Report Writing Format should be adhered to.
Executive Summary	2	Does this section clearly address key issues of the report?	2.7	Generally poorly done. Many reports did not have Executive Summaries.	Report Writing Format should be adhered to.

Item	No	Criteria	Score	Remarks	Suggestions for Improvement
Chapter 1 Current Status of the School	3	Does this chapter include findings from Stakeholder Analysis?	3.4	In some reports stakeholders' expectations were confused for their duties/roles.	Examples given in the Handbook should guide this analysis.
	4	Does this chapter include findings from School Mapping?	3.2	Many reports did have only Gap Analysis Sheet enclosed. No SM Summaries as per guidelines shown.	Guidelines given in the Handbook should be followed.
	5	Does this chapter include findings from SWOT?	3.7	Generally well done.	
Chapter 2 Program Formulation	6	Does this chapter include a clearly stated Vision Statement and how it was set?	3.7	Generally well done though in a few cases it was not clear how the Vision was derived.	The process of deriving a Vision is key to planning and should be shown.
	7	Are the prioritized Objectives clear and relevant to the Vision?	3.6	In some cases prioritized objectives were stated like prioritized activities.	Guidelines should be adhered to.
	8	Is the Indicator Sheet included and are the indicated Targets realistic?	3.5	In some cases no Indicator Sheet was enclosed. Sometimes GER was shown to be less than NER!	Indicator Sheet should be properly prepared as without it the following planning stages will be affected.
	9	Are the Activities and Resources Required relevant and sufficient to achieve the intended objectives?	3.6	In some cases Resources Identification Sheet was not enclosed. In some cases budgets were too detailed.	Simple budgets and Identification of Sources of Funds would be enough
Chapter 3 Plan of Operation	10	Is the Plan of Operation consistent with the Program formulated in terms of Objectives, Targets, Activities, Implementing Agencies and Resources requirements?	3.8	Generally well done. In some cases Objectives were written like Activities.	Guidelines should be adhered to.
	11	Are the cost estimates realistic to the activities?	4.0	Generally well done.	
	12	Is the Implementation Timeframe relevant and realistic?	3.9	Generally well done. Some Activities had no implementation timeframe.	All Activities to have implementation timeframe.
Chapter 4 Annual Action Plan	13	Does the Annual Action Plan follow the format given in the Handbook?	4.1	Generally well done.	
	14	Is the Annual Action Plan consistent with Plan of Operation?	4.0	Generally consistent.	
Chapter 5 Monitoring Plan	15	Does the Monitoring Plan follow the format given in the Handbook?	4.0	In most cases the Format was followed.	
	16	Are the verifiable Indicators consistent with the Indicator Sheet?	3.8	Where Indicator Sheet had not been prepared it was difficult to verify this part.	

Item	No	Criteria	Score	Remarks	Suggestions for Improvement
Overall Evaluation:			3.7	The plans were generally affected by lack of Executive Summaries and/or Program Formulation.	Proper Program Formulation should be done.

16.3 Council Education Plan Report

16.3.1 Method of Review

The JICA Consultant Team reviewed all 16 Council Education Plan Reports submitted by the LGAs.

The *Council Education Planning Handbook* includes a format of the report (see the table of contents in the right box), which was supposed to be followed by LGAs for preparation of the report. In line with the format, the JICA Consultant Team reviewed each of the Council Education Plans based on 16 criteria as shown in Table 3.16.

The tables of review results of each Council Education Plan Report are attached as Appendix 16. The results were further put together as the synthesis of 16 council education plan reports.

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

16.3.2 Results of Review

Average scores for each criterion of Distinct Education Plan Report are indicated in the fourth column, "Score," in Table 3.16. Remarks and counter measures for shortcomings are also noted in the table. The following are the main findings from the review of 16 Council Education Plan Reports.

Reasonable Quality in General

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

Good Utilization of School Mapping Results

Most reports included summary findings of school mapping exercise with Gap Identification Sheet. In most cases, the prioritized objectives also reflected the current situation of the LGA which was revealed from the school mapping. Numbers of classrooms, desks, pit latrines, textbooks, etc. to be constructed or purchased were determined using the projected enrolment for the next 3 years and the number of items currently in use from the school mapping results. Therefore, there was a good utilization of school mapping results as the basis of planning.

Calculation Mistakes

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

Table 3.16 Summary Results of Review on Council Education Plan Report

Item	No	Criteria	Score	Remarks	Suggestions for Improvement
General	1	Does the report follow the given format?	3.8	Most reports in general follow the format given. However, some reports lack some required information.	Follow the formats given.
Executive Summary	2	Does this section address key issues of the report?	3.5	All reports but one had Executive Summaries. However, some did not cover all the key issues indicated.	Executive Summary should include all the key issues such as Situation Analysis, Vision, Objectives, and total cost of implementing the plan.
Chapter 1 Current Status of Primary Education	3	Does this chapter include findings from Stakeholder Analysis?	3.7	All the reports included findings of Stakeholder Analysis. In some cases, however, their roles and expectations were confused.	All the relevant stakeholders in the LGA should be identified and be categorized with their roles and expectations.
	4	Does this chapter include findings from SM Analysis?	3.8	All the reports included some findings of school mapping. However, in some cases, Gap Identification Sheet was missing or basic information such as number of schools, teachers, enrolment, etc. was not included.	A concise and clear summary of SM results should be included together with Gap Identification Sheet as they are important basis of planning.
	5	Does this chapter include findings from SWOT?	3.8	All the reports included summaries of SWOT. However, in several cases there was some confusion in the four categories.	Understand the concepts of internal Strengths and Weaknesses and external Opportunities and Threats.
Chapter 2 Council education plan	6	Does this chapter include a clear Vision Statement and how it was set?	4.0	Most reports stated clear (education) Vision. However, in some cases, not education but general LGA vision was included.	Include education Vision which shows the direction of the plan.
	7	Are the prioritized Objectives clear and relevant to the Vision?	4.5	In most cases, Objectives were relevant to the Vision.	

Item	No	Criteria	Score	Remarks	Suggestions for Improvement
	8	Is the Indicator Sheet included and are the Targets realistic?	3.2	Most of the reports included Indicator Sheet. However, some targets were unrealistic or expressed in a confusing way.	Set realistic targets and calculate the target quantities and indicators correctly.
	9	Are the Activities and Resources Required relevant and sufficient to achieve the intended objectives?	3.4	In many cases, resource requirement was not properly identified for each activity. In some cases List of Unit Cost was not included.	For each activity resources required should be properly identified using the List of Unit Cost.
Chapter 3 Plan of Operation	10	Is the Plan of Operation consistent with the council education plan in terms of Objectives, Targets, Activities, Implementing Agencies and Resources Requirements?	3.7	In general they were consistent. However, some reports contained small inconsistencies, especially in Activities. Not using the same numbering or order of activities resulted in unnecessary confusion.	Ensure the consistency throughout the report. Use same numbers or order for objectives and activities in different tables in order to avoid mistakes.
	11	Are the cost estimates realistic?	3.3	In general they were realistic. However, in some cases no list of unit cost was included and no proper calculation was made. Many contained small calculation mistakes.	Provide a list of unit cost for calculation of realistic cost for each activity. Careless mistakes in calculation should be avoided.
	12	Is the Implementation Timeframe relevant and realistic?	3.3	Some reports stated realistic timeframe while others had just continuous line for all the activities.	Determine realistic timeframe for each activity.
Chapter 4 Annual Action Plan	13	Does the Annual Action Plan follow the format given in the Handbook?	3.9	Most reports followed the format.	
	14	Is the Annual Action Plan consistent with Plan of Operation?	3.7	Many reports were consistent, though some contained mistakes in cost calculations.	Careless mistakes in calculation should be avoided.
Chapter 5 Monitoring Plan	15	Does the Monitoring Plan follow the format given in the Handbook?	4.1	Most reports followed the format.	
	16	Are the verifiable Indicators consistent with the Indicator Sheet?	3.6	Most reports were consistent, though some reports contained mistakes.	Ensure the consistency throughout the report. Careless mistakes in calculation should be avoided.
Overall Evaluation:			3.7	About two thirds of the reports were reasonable in quality The rest did not include all the required information and contained careless mistakes and inconsistencies.	The steps explained in the Handbook to prepare the plan should be followed more closely. Ensure consistency throughout the report and avoid careless mistakes.

17. LESSONS LEARNT FROM TERM 2

Following are main lessons learnt from Term 2 activities. They are based on facts and findings from the field monitoring as summarized in the previous sections of this Report, discussions with MOEC and PO-RALG officers, and Facilitators' monthly reports.

17.1 School Mapping and Micro-Planning Is Meaningful for Tanzania

The primary lesson to be noted first is that the school mapping and micro-planning exercise has proved highly meaningful for Tanzania, particularly for the PEDP implementation. Reasons are as follows. To clarify the things, "school mapping" and "micro-planning" are to be treated as two separate components.³²

General Benefit of School Mapping

The most notable benefit of school mapping is that LGAs for the first time have had a school data set that is fairly correct and consistent. On average, one LGA has over 100 primary schools in its territory and, in spite of various means of statistical record taking in use, the LGAs usually lack reliable, consistently tabulated school data even on very basic indicators.³³ The school mapping exercise conducted LGA-wide in a consistent manner thus generated a sufficiently reliable data set that was never available to LGA before.

The usage of the data set, however, was generally confined to being an input to council education planning, exactly as designed in SM/MP2.³⁴ The data set, in that sense, has completely accomplished its objective. Of course, it would be more beneficial if the data set was used for other additional purposes than stipulated, such as allocation of development grants, procurement and distribution of textbooks, and day-to-day administration of primary education. Reality is that only one of the 31 LGAs covered by SM/MP2 and monitored by the JICA Consultant Team used the data set in allocating the development grant among schools, the most obvious application of the available data set. Why? The reason was twofold: first, they allocated the grant mostly for construction of new classrooms; and second, they only used the current numbers of pupils and existing classrooms to calculate the number of classrooms in deficit by school. To do this simple calculation, they did not bother to look into the data set; they had enough data at hand for the job. However, this *never* means that the data set collected at LGA is useless. On the contrary, it will have a huge potential value when LGA gets accustomed to its decentralized authority over primary schools *and* when

³² *School mapping* is an activity for individual schools to collect school data using questionnaires specifically designed for this purpose and tabulate the data in formatted tables. The data are further aggregated by LGAs to generate a council data base. *Micro-planning* as conducted in SM/MP2 actually consists of two activities: school planning (by school committees) and council education planning (by council officers). School plans are developed through school planning using the school data collected earlier. The school plans are submitted to LGA to form basis, together with the council data base, for council education planning.

³³ The best established means of school statistics collection is TSM1 and 2 administered annually by the MOEC. However, the individual forms were directly sent back to the Ministry, merely passing through LGAs, for data entry and processing. As a result, the aggregated data base was kept at the national level only and no data subset by council was fed back to the LGAs. This was the main reason why LGAs did not have a reliable data base on schools even though a systematic data collection was being carried out nationally on a regular basis. This situation has been changed recently with LGAs taking charge of data entry. However, inadequate staffing at the council level severely hampers this system's smooth working.

³⁴ Two main usages are situation analysis and forecasting some basic indicators.

LGA has more budget to spend on the schools. At present, LGA merely does not feel obliged to use it.

From the viewpoints of schools, the school mapping exercise was only useful as the preparatory step for micro-planning (school planning) to be conducted later on. When SM/MP2 was designed, it was expected that questions in the school mapping questionnaires (Parts 2 and 3 in particular) would reveal new findings to school head teachers, teachers and school committee members but, according to their observations, the questions generally brought little new information to them.³⁵

General Benefit of Micro-Planning

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

Planning as a tool. Hundreds of participants who were interviewed by the JICA Consultant Team observed that SM/MP2 was very beneficial to them because they came to clearly understand what “planning” was. Planning is a sequence of logical thinking for the purpose of making a positive change in the real world. The planning exercise, particularly at the school level, gave a rare chance for people to follow the standard steps of plan-making in their real world situation. Once familiar with the procedure, they have acquired a very basic and versatile tool applicable in various occasions in daily life.³⁶

Planning as a forum for consensus building. SM/MP2 required as many stakeholders as appropriate to take part in the planning exercise both at the school and council levels.³⁷ “One-man planning” as practiced commonly in the past was strictly ruled out to facilitate consensus building through planning. An action can be effective only when stakeholders share the same understanding of their problem and make concerted efforts. The micro-planning exercise was highly instrumental in organizing stakeholders (school committee members, teachers and village representatives at school, ward officers and concerned council officers) and facilitating them to reach a consensus. The plans thus created by a wide range of stakeholders formed the solid basis for action. It is this point that many DEOs who took part in SM/MP2 cited as the most significant achievement of this exercise.

³⁵ A few head teachers noted in interview that some questions were in fact informative and led them to take remedial action: for example, Question 11 (Part 3) on corporal punishment and Question 5 (Part 3) on the subject pupils dislike most. Some DEOs also emphasized the usefulness of the questions particularly those in Parts 2 and 3, suggesting that new revised TSM forms should contain some of the questions (at the Workshop held on May 31, 2005 in Dar es Salaam).

³⁶ One assistant head teacher in Sengerema DC gladly acknowledged that she would apply what she learned in the micro planning training to her own personal project: building a home. This anecdote testifies the universal utility of planning skills in the every day life.

³⁷ Two districts went one step further to develop the ward education plans, a completely spontaneous move initiated by DEO. The two LGAs were Hanang and Singida DCs. In those districts, every ward was asked to develop its own education plan referring to the individual school plans and ward data set. A committee consisting of WEO, WECs, representatives of school head teachers and school committees reviewed the school plans and ward data to prepare its plan, following the same procedure of council education planning. The ward education plan was then submitted to WEO for his/her official approval.

Planning as a way of community participation. Most school head teachers reported that the school planning exercise successfully involved community members and raised their awareness about education and school conditions.³⁸ The results are visible in many communities as villagers contributing labor, bricks, other building materials and furniture to construct classrooms, teacher's houses or other school facilities. This alone means a significant change in Tanzania where people still think education is the sole responsibility of government. However, this is just one aspect of intensified community participation. Some school committees, when motivated by the SM/MP2 exercise and guided by head teacher, started to grope for a substantial role in school administration.³⁹ This seems a seminal indication of the right direction for Tanzanian primary schools to pursue: school-based management combined with community participation.

Planning from the bottom up. In Tanzania, the recent trend is clearly in favor of decentralization and bottom-up planning. What symbolizes this trend is the O&OD planning process initiated by PO-RALG as part of local government reform. The O&OD planning process starts at village/mtaa and goes up to ward and council. The micro-planning exercise in SM/MP2 follows exactly the same line of planning sequence from the school up to the LGA. Thus, SM/MP2 micro-planning and the O&OD are fairly compatible and mutually reinforcing exercises. Benefit of this fact is obvious: the systems are easier to understand, avoiding confusion and undue complexity on the part of participants.⁴⁰

17.2 School Mapping and Micro-Planning Expedites the PEDP Process

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

School plans were prepared and carried out. All schools covered by SM/MP2 successfully completed their school plans as required by PEDP. Their quality was generally acceptable. Quite many schools then took action to materialize their top priorities, commonly either new classrooms, pit latrines or teacher's houses, whether or not they received a development grant. The key to these initiatives is community contribution. Communities were mobilized to a higher level than before throughout

³⁸ Community participation was also promoted to a certain extent by the school mapping exercise when school committee members took part in collecting population data in villages. However, the effect was far larger in school planning.

³⁹ At Chenene Primary School in Dodoma DC, school committee was fully involved in a project to construct teacher's quarters without funding from PEDP. At Chimbuya Primary School in Mbozi DC, school committee has become more active after SM/MP2. One indication is the organization of subcommittees, each of which bears responsibility for one specific agenda or project. The subcommittees meet regularly and this speeds up actions. For details see Chapter 21.

⁴⁰ The reader might think the opposite was true, that is, the two were rather confusing. According to interviews in the field, this was not the case. Since the O&OD planning process is fairly complicated and requires a number of steps to follow, they found the SM/MP2 planning process far easier to understand and used it as their frame of reference when dealing with O&OD planning.

the LGAs under SM/MP2.⁴¹ Clearly, this was possible because of the participatory school planning process adopted by SM/MP2.

Council education plans reflected school conditions and aspirations. The council education plan is not required explicitly by PEDP. However, such plans have an unquestionable value when prepared in a proper way. Under SM/MP2, all 32 LGAs developed a council education plan which was based on the real situation of schools (as indicated in the school mapping data base) and school aspirations (as shown in the individual school plans). Admittedly, it is an enormous task for a LGA to thoroughly study the LGA statistics spotting problems and review all the school plans in a limited time period. No LGAs accomplished this task to a satisfactory level. Nonetheless, the very basic notion of the council education plan reflecting the real situation and aspiration of the schools has been instilled into the mind of council education officers.⁴² This will be a right starting point for any efforts to improve Tanzanian primary education during and beyond the PEDP.

Council education plans rationalized education budgeting. Data-based planning as practiced under SM/MP2 is novel to local government administration. One significant result of this new practice is that LGA budgeting has been generally rationalized for the education sector. A case in point is Kigoma DC. When preparing the budget proposal for 2004, the LGA simply referred to its education plan (developed in 2003 under Term 1) and translated its essence into the MTEF formats. Mpanda DC; another Term 1 LGA, also used its education plan to prepare the 2004 budget proposal.

The simplest way to see the benefit of SM/MP2 in terms of PEDP facilitation is to compare the performances of LGAs under SM/MP2 and those not covered. Unfortunately, the JICA Consultant Team had no chance to visit non-target LGAs and collect information to make systematic comparisons throughout 2003-2004.⁴³ However, according to a PO-RALG officer who often visited LGAs in both categories, the differences are evident and indisputable.⁴⁴ Quality of school plans is consistently higher in SM/MP2 LGAs and, more important, their uniform format greatly helped council officers easily retrieve the information they need out of the plans. This last point is a small but significant improvement over the past practice and several council officers also cited it in their interview.

17.3 School Mapping and Micro-Planning Is Sustainable in Tanzania

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

⁴¹ There were a few exceptions where political conflicts in villages hampered community consensus and concerted efforts to improve the schools. In other areas, opposition parties would claim that government should and would take full care of the schools and therefore community should not do anything for them. Such a claim greatly discouraged people to help schools.

⁴² One example is Kondo DC, which tried hard to reconcile aggregate budget requirements indicated in the school plans with the district's available financial resources when preparing its plan. To reduce the amount of total school requirements, they painstakingly recalculated all cost estimates by schools using revised unit costs. This episode indicates that the district tried to accept school aspirations as much as it could. Such an attitude is commendable but still rare in this country.

⁴³ One Team member finally had a chance to visit five non-SM/MP2 districts during March-April 2005 to compare school plans and collect information. The results are summarized in Chapter 19.

⁴⁴ See Chapter 19.

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

This indicates that the school mapping and micro-planning exercise has been successfully “internalized” and has good potential to be sustained after SM/MP2 ends. Considering the fact that in 2003 during Term 1, a number of concerned people misunderstood SM/MP2 as a “project” outside the PEDP framework, this is a significant turnabout. Why has it happened?

We can cite three possible reasons. One is that MOEC and PO-RALG officers were present on many important occasions,⁴⁵ clarifying and stressing the aims of the school mapping and micro-planning exercise in relation to the PEDP. Their presence and explanations helped people understand the point. Secondly, the nation-wide school management training initiated by PO-RALG coincided with the SM/MP2 trainings in 2004, proving to people that the government-led initiative and SM/MP2 were actually doing the same thing.⁴⁶ The third, and most important, reason is that the PEDP grant mechanism, which set out in 2002, at last started to work smoothly and many schools throughout the country received their first development grants that they long awaited. Thus, to a very large number of schools in Tanzania, the “school mapping—school planning—funding—implementation” cycle completed, at least to a certain extent, for the first time ever since their establishment. This is exactly the key to the correct notion that planning is part of routine work, not something special or *ad hoc* to draw a dream-like picture which will never materialize.

Once people grasp the correct meaning of planning and acquire its basic skills, it will not be difficult for them to sustain the activity as long as their plan continues to be funded. In practical terms, the school mapping and micro-planning exercise will be repeated in the 32 LGAs if two conditions are met:

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

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

17.4 School Mapping and Micro-Planning Should Be Reorganized

As is implied in the descriptions above, micro-planning is more beneficial than school mapping for Tanzania. Utility of micro-planning (both school planning and council education planning) far exceeds that of school mapping in terms of output and side

⁴⁵ Most notably, the pre-Term 2 visit to 13 out of the 16 target LGAs (March-April 2004), the Sensitization Seminar held in Dar es Salaam (May 2004), and monitoring/evaluation trips to Term 1 and Term 2 LGAs throughout the June-December period.

⁴⁶ This training used a manual entitled “*Uimarishaji wa Uwezo wa Wajumbe wa Kamati za Shule za Msingi* (Capacity Building for Members of the School Committees)” newly created for this purpose by ADEM (Agency for the Development of Education Management) in 2003. The training was five-day long, covering four major areas of school management: school management, auditing, procurement and finance, and planning.

effect in the current Tanzanian context. The lesson to learn is that the school mapping and micro-planning exercise as has been practiced so far should be reorganized to make it less demanding and more sustainable. A brief review of history of school mapping and micro-planning in Tanzania would be helpful to understand what this lesson implies.

This SM/MP2 exercise is a sequel of the School Mapping project started in 1997. Note that this project dealt only with school mapping then. In that year, school mapping became mandatory for the Tanzanian Government to qualify for the HIPC status.⁴⁷ MOEC therefore embarked on the project in Kisarawe DC with assistance from NORAD/UNICEF. The project has since continued increasing the coverage gradually. Table 3.17 below summarizes the progress.

Table 3.17 Progress of School Mapping in Tanzania

Year	LGAs Covered	Agency / Donor					School Mapping (SM) or Council Ed Planning (CP) or School Planning (SP)
		MOEC	UNICEF	NORAD ¹⁾	CIDA ²⁾	JICA	
1997	1		1	(1)			SM (UNICEF)
1998	6		6	(2)	(3)		SM (UNICEF)
1999	15		12	(3)	(5)	3	SM (UNICEF) SM+DP (JICA, part of UNICEF)
2000	36	2	20	(8)	(3)	14	SM (MOEC and UNICEF) SM+DP (JICA, part of MOEC and UNICEF)
2001	25	4	5	(4)	(2)	16	SM (MOEC) SM+DP (MOEC, UNICEF and JICA)
2002	0						
2003	16					16	SM+DP+SP (JICA)
2004	16					16	SM+DP+SP (JICA)
Total	115 ³⁾	6	44	(18)	(13)	65	

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

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

It should be noted in the Table above that two new components were added to the project as it went on: **council education planning** and **school planning** (both called **micro-planning**). Council education planning first started in 1999 with JICA assistance and UNICEF followed in 2001 piloting in Kabaha DC.⁴⁸ Soon after this Kibaha pilot, MOEC and UNICEF decided to extend micro-planning to the school level and quickly implemented it in 2001 in Kisarawe DC.⁴⁹ In 2003 JICA followed the

⁴⁷ HIPC stands for highly indebted poor country, a status to be eligible for debt cancellation by the World Bank. One conditionality set for Tanzania to earn the HIPC status was to school map at least half districts on mainland. According to MOEC officers, the reason why this particular conditionality was posed was that, at that time, there existed a considerable number of ghost schools and teachers in Tanzania, a suspected source of financial drain.

⁴⁸ Council education planning as introduced by JICA mainly involves district education officers. By contrast, UNICEF initiated a very participatory version of council education planning in five districts where villagers as well as council officers participated in planning. However, this exercise did not directly involve schools.

⁴⁹ This is not counted in Table 3.16 because the tallies only reflect school mapping exercise. Some (not all) of the LGAs that were school-mapped by MOEC or UNICEF later implemented council education planning or school

same path and added school planning as a new component in SM/MP2, an extended assistance. As a consequence of this gradual development, three types of LGAs now coexist in Tanzania implying different levels of experience and skills:

Type 1 Trained on school mapping only

Type 2 Trained on school mapping and council education planning

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

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

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

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

In view of this situation, it is recommended to reorganize the school mapping and micro-planning exercise for Tanzania not only to facilitate the PEDP implementation but to improve the way of school administration as well. Chapter 25 (Part 6) below will discuss how it should be reorganized.

PART 4 EVALUATION OF SCHOOL MAPPING AND MICRO-PLANNING

18. VIEWPOINTS OF EVALUATION

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

- 1 Did the exercise facilitate *capacity building* at council, ward and school levels?
- 2 Was the *cascade system* effective enough to train participants?⁵⁰
- 3 Did the exercise bring about any *social marketing effect*?⁵¹

The first viewpoint is the central question to be asked because it is exactly one of the primary objectives of this exercise. SM/MP2 is meant to train participants for new knowledge and skills they can use for a long time to come. As such, its achievement should be evaluated primarily with respect to whether participants acquired the capacity as intended, not with respect to the outputs they produced.

The second question is an auxiliary one which is closely linked to the first viewpoint and of practical interest to the Tanzanian Government and development partners. The Tanzanian school mapping and micro-planning exercise has adopted the cascade system from the beginning simply because it is the only option viable in the country both financially and geographically. The system, however, has an apparent shortcoming of distortion inevitable for the long chain of training. It is therefore of particular concern to see how well or badly the system worked in this exercise.

The last viewpoint carries a heavy weight in Tanzania because raising community awareness is one crucial condition to achieve a higher enrollment rate as well as to satisfy the PEDP requirement of community contribution. Even though such effects are *not* a main objective of the exercise, they nonetheless represent an important "by-product" to be counted on. If the exercise *did* induce such an effect, it should be regarded as one fundamental achievement in itself.

An additional evaluation may also be useful, which is:

- 4 What *benefits and shortcomings* does the PEDP have?

The school mapping and micro-planning exercise conducted as part of the PEDP process has led the JICA Consultant Team to observe and scrutinize the PEDP as being implemented at the very grassroots. What is PEDP doing at schools? How is it implemented? How good is it to schools? Are there problems? As has been pointed out several times in this Report, the PEDP has brought significant benefits to

⁵⁰ The cascade system refers to a multi-level training system where trainees turn into trainers at the subsequent, lower level of training.

⁵¹ *Social marketing* is the use of marketing principles to influence human behavior in order to benefit society. Social marketing is particularly useful in removing barriers that prevent behavior change. In the education field, it is often applied to increasing enrollment rate or raising people's awareness of the importance of education.

primary schools throughout Tanzania. At the same time, however, it has become clear that the PEDP is far from perfect even when we limit our attention to the school grant system alone. Although it is beyond the prescribed task for the JICA Consultant Team to evaluate the PEDP itself, such a summary of what they observed in the field may be of some value to the Tanzanian Government and those concerned with the program.

19 CAPACITY BUILDING

19.1 How to Measure Capacity Building

Though capacity building has been one most focused aspect of development in recent decades, there seems to be no universal agreement yet on how to measure capacity and hence the effect of capacity building. Among SM/MP2's objectives is to build capacity of council officers, ward officers, village officers and school committee members with respect to school mapping and micro-planning. There can be many aspects of "capacity" to be built and measured even with this rather narrowly defined exercise. Building their capacity, however, is simple: let them do it. *Learning by doing* or *on-the-job training* is the method almost everyone can agree on as the best. By contrast, measuring their capacity or the effect of capacity building is not so simple. We have to quantify what are not amenable to quantification and are not so sure if the figures thus obtained really correspond to the levels or quality of capacity.

A straightforward, though partial, way to measure the effect of capacity building in this exercise is to compare school plans and council education plans of this exercise to those, if any, produced in other, non-SM/MP2 Local Government Authorities (LGAs). By comparing them, we can at least intuitively judge if SM/MP2 successfully built capacity of those key participants.

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

19.2.1 Method

Because of time limitation, the JICA Consultant Team decided to compare school plans only. For the comparison purpose, the Team selected five LGAs that were not covered either by SM/MP1 or SM/MP2 funded by JICA.⁵² They are shown in Table 4.1:

Table 4.1 Selected Non-SM/MP2 LGAs

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

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

⁵² Since SM/MP1 did not cover school planning, SM/MP1 target LGAs could be classified as non-SM/MP2 LGAs. However, the Team did not follow this to avoid any possible influence from the previous exercise.

A member of the JICA Consultant Team visited the five LGAs to interview key council officers and some school head teachers and collect school plans as samples. The visits were done during March and April 2005. Four primary schools were randomly chosen in each LGA. A total of 20 schools were thus visited.

19.2.2 Results

Table 4.2 summarizes the results of the comparison. For rating, the same 16 criteria and 1-5 scale were used as in the evaluation of sample school plans under SM/MP2. The results are shown in the last column of Table 4.2. It should be noted, however, that some school plans were not really amenable to the evaluation because they lacked most parts to be included in a standard school plan. The rating of such incomplete plans show only "overall evaluation" using the same 1-5 scale. General quality of the plan was then judged using the SM/MP2 average (3.7) as the yardstick.

Table 4.2 Summary of Evaluation of Non-SM/MP2 School Plans

No.	LGA	Primary School	Last year to prepare the school plan	Remarks	School Plan's availability			General quality as compared with SM/MP2 standard			Overall Rating (1-5)
					Obtained copy	Browsing only	Not available	Better	As good	Worse	
1	Kisarawe	Masaki	2001	Used ADEM manual (?)	*					*	3.0
2		Kitonga-mango	2001				*				--
3		Vilabwa	2004	Used ADEM manual	*				*		3.7
4		Mtakayo	2001					*			--
5	Kibaha Rural	Mlandizi 1	2001	Draft only	*					*	2.0
6		Gwata	-								--
7		Mahundi	-					*			--
8		Tumaini	-					*			--
9	Morogoro Urban	Mlimani	2003	Formatted on Council Education Plan 2003-2006	*					*	2.0
10		Mkundi	2003	Formatted on Council Education Plan 2003-2006	*					*	2.0
11		SUA	2003	Formatted on Council Education Plan 2003-2006	*					*	2.0
12		Mwere	2003	Formatted on Council Education Plan 2003-2006	*					*	2.0
13	Mufindi	Sadani	2002	Used UNICEF training			*				--
14		Igowole	2002	Used UNICEF training	*			*			4.4
15		Mdabulo	2002	Used UNICEF training	*			*			4.4
16		Wambi	2002	Used UNICEF training			*				--
17	Hai	Ngarenairobi	2003				*				--
18		Kibaoni	2003	Looks like O & OD plan	*					*	2.5
19		Machame	2003				*				--
20		Sere	2003		*					*	2.6
SM/MP2 Term 2 average											3.7

A few additional observations will follow.

Training on school planning is rather widely done

As it turned out, the sample schools in the five LGAs have all undergone some kind of training on school planning. To list the training:

- UNICEF
- District-Based Support to Primary Education (DBSPE) program

- Plan Tanzania (NGO)
- School Committee capacity building by ADEM/PO-RALG
- O&OD

Most schools did make a school plan but it was not readily available

Among the 20 sample schools, 17 schools did make a school plan recently. However, six schools could not produce the plan to the Team because its copy was not kept at school or for some unclear reasons. This implies that the school plans are not referred to in day-to-day administration at many schools.

Most school plans are rudimentary while a few are good

The eleven school plans collected were fairly diverse in content and format. In fact only four of them could stand up to the comparison because the rest were just one or a few tables listing problems, priority actions and their rough duration, etc. The four plans compared were Masaki (Kisarawe), Vilabwa (Kisarawe), Igowole (Mufindi), and Mdabulo (Mufindi). Their ratings, respectively, were: 3.0, 3.7, 4.4, and 4.4. Since the overall average is 3.7 for 160 sample SM/MP2 school plans in Term 2, those figures except one are respectable. Other plans, when somehow evaluated with regard to overall quality, are rated 2.0 to 3.0, being of poorer quality than SM/MP2 school plans.

Conclusion: Capacity was built in SM/MP2 LGAs

Judging from the above results, we may conclude, though cautiously, that under SM/MP2 capacity was built as intended at least at the school level. If capacity at the school level was improved, it implies by inference that capacity was also built at the ward and council levels. This, however, should remain a hypothesis yet to be tested.

19.3 Implications

Admittedly, the above comparison is fairly limited in scale. The number of sample plans may be too small to draw any definite conclusions. Nonetheless, we can safely cite two generalizations:

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

Their implications:

Strong needs exist for well-organized training on school planning. As was turned out, all five LGAs had received some form of training on school planning before. However, the results above indicate that the training may have not been adequate. In fact, many interviewees complained that the training they received was too short in time or in substance. There exist strong needs for training on school planning that is well organized and sufficiently long. In this light, it seems most effective to expand the training program on *school management* currently conducted by ADEM so as to give

longer time to the particular subject of *school planning*.

Insufficient training only produces low-quality school plans, which in turn fail to motivate head teachers and community members. Many sample schools reported low community participation which seems to be a result of insufficient involvement of stakeholders in the planning process.

Low-quality school plans have little practical value. Many schools and LGAs can do without a school plan—a clear testimony that low-quality school plans have little value in practice. They are shelved right after they are finished.

School plans should be standardized and training should be extended. This is a conclusion derived from the above observations. Lack of a standard format makes it very difficult for schools to come up with satisfactory, usable plans. The handbook and training developed under SM/MP2 can be a good basis for this effort.

20. EFFECTIVENESS OF CASCADE SYSTEM

20.1 Test on Term 1 Participants

20.1.1 Objective

In many countries, the cascade system is commonly adopted when training is conducted nationwide or on a large scale. The cascade system of training is a chain of training from the top down to the final level of trainees, with trainees at one level becoming trainers at the next level. This is a cost-effective method to disseminate information or knowledge. However, one serious problem inherent in this system is that the contents of the training are easily diluted or distorted as training follows subsequent stages downward. Since SM/MP2 has also relied on this system to train people in the target LGAs, we are concerned with whether the final audience received information correctly. This analysis is called for to measure how effectively the cascade system worked in the SM/MP2 exercise.

As Table 4.3 shows, the number of samples are rather small compared to the total numbers of DEOs, WECs, head teachers and school committee chairpersons who were trained. Therefore, the result of analysis may not be valid statistically, but can be seen for interesting reference.

Table 4.3 Summary of Testees

Group	Position	Number
Trained	DEO/Council officer	14
	WEC	11
	Head Teacher/ Assistant Head Teacher	36
	School Committee Chairman	1
	Teacher	0
	Subtotal	62
Not Trained (Control)	DEO/Council officer	1
	WEC	0
	Head Teacher/ Assistant Head Teacher	7
	School Committee Chairman	0
	Teacher	1
	Subtotal	9
Total		71

20.1.2 Method

A 20-question test was specifically developed for this purpose and administered on some people who participated in training in Term 1 (see Appendix 17 for the test). Fourteen LGAs out of 16 were covered for the test.⁵³ People tested include DEOs, council officers, WECs, school head teachers, and school committee chairmen. There were also a group of people who did not take training but nonetheless volunteered to sit

⁵³ Covered districts are: Kigoma DC, Kasulu DC, Lindi DC, Nachingwea DC, Mbeya MC, Mbozi, Rungwe DC, Songea TC, Mpanda DC, Sumbawanga DC, Handeni, Korogwe TC, Lushoto DC and Muheza DC. Liwale DC and Kilindi DC were excluded due mainly to time limitation. The test was administered during the period of August--December 2004.

for the test. They make up a control group that enables us to compare and evaluate the overall effectiveness of the training.⁵⁴ In total, 71 people sat for the test, of whom 62 received the training and 9 did not (Table 4.3).

Care was taken to select as diverse school samples as possible: basically, only one school was interviewed per ward, to ensure diversity. Interviewees were asked to take the test after a brief interview about their training and exercise in 2003 and activities in 2004. They took about 15 to 40 minutes to finish the test.

The 20 questions can be classified into three categories:

Category 1	Questions on Tanzanian educational administration and related aspects	Q1, Q2, Q4, Q7 (4)
Category 2	Questions on the school mapping and micro-planning (SM/MP) process	Q3-1, Q3-2, Q3-3, Q3-4, Q3-5, Q12-1, Q12-2, Q12-3 (8)
Category 3	Questions on basic terms used in SM/MP	Q5, Q6, Q8, Q9, Q10, Q11, Q13, Q14 (8)

All question items were touched upon some way or other in the *Handbooks* used in the training. Questions of category 1 are fairly common sense, requiring not much knowledge specific to school mapping and micro-planning. By contrast, questions of category 2 are difficult to answer without accurate knowledge given in school mapping and micro-planning training. Questions of category 3 are mixed: some are just common sense, while others are not. By analyzing the answers with respect to those categories, we can know if the training was truly effective to deliver the information to the respective audiences.

⁵⁴ The control group cannot be large because, in theory, all DEOs, WECs, head teachers and school committee chairmen attended the training in the target LGAs. The nine testees are exceptions who were recently transferred or promoted to the current position.

20.2.2 Analysis

Hypotheses

If the cascade system works poorly, two phenomena will result:

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

Test results will be scrutinized to see if such phenomena are observed.

Difference between the Trained and Not-Trained groups

As Table 4.5 below shows, on average the testees (both groups) correctly answered 60.5% of the questions. Group-wise, however, the average rate is 62.3% for the Trained group and 48.3% for Not-Trained (control) group. This difference seems significant enough to indicate that the cascade system worked as intended.

Table 4.5 Rate of Correct Answers by Group

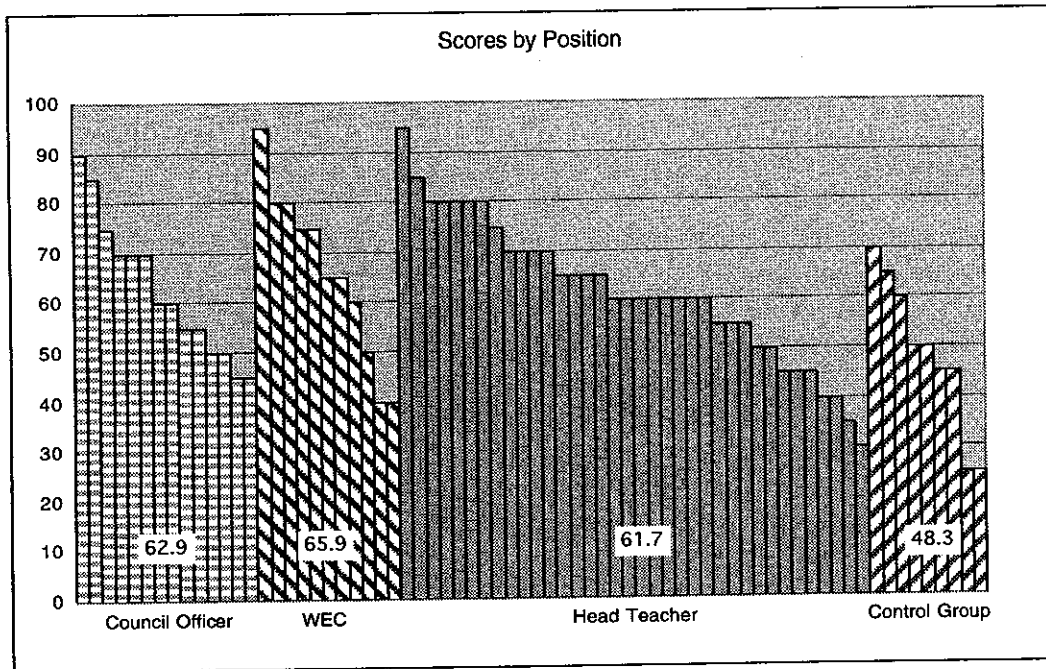
Group	Position	Rate of Correct Answers (%)
Trained	DEO/Council officer	62.9
	WEC	65.9
	Head Teacher/ Assistant Head Teacher	61.7
	Subtotal	62.7
Not Trained (Control)	Subtotal	48.3
Total		60.5

Note: School Committee Chairman is excluded because the sample number is only one (1).

Difference by position

Did council officers perform better than WECs and school head teachers? The answer to this question is already evident in Table 4.5 above. Council officers, WECs and head teachers scored more or less the same, an indication that the training successfully achieved fairly uniform results at each level.

This can be seen more clearly in Figure 4.1 below. In this figure, all individual scores are shown in order and by position. As is seen, scores of the three groups (council officers, WECs, head teachers) not only have similar averages but show very similar distribution patterns. This bears out that the training was properly conducted at respective levels without conspicuous distortion.



Note: Bars indicate the average score of respective groups. Averages are in boxes. School Committee chairman (1 sample) is excluded.

Figure 4.1 Individual Scores by Position

Performance by question category

The average percentage of correct answers by question category is shown in Table 4.6.

Table 4.6 Average Scores by Question Category

Category	Total (%)	Trained (%)	Not Trained (Control) (%)
1	63	65	50
2	45	47	28
3	75	76	68
Total	60.5	62.3	48.3
1 excluding Q2	72	75	56
3 excluding Q11	81	82	75

To repeat the characteristics of the four categories, they are:

- Category 1 Questions on Tanzanian educational administration and related aspects (general; fairly common sense)
- Category 2 Questions on the school mapping and micro-planning (SM/MP) process (highly specific; difficult to answer without accurate knowledge of SM/MP)
- Category 3 Questions on basic terms used in SM/MP (mixed)

The above results suggest this: Categories 1 and 3 record relatively high scores because the questions in them can be answered without exactly remembering what they learned in the training. Most of the questions are common knowledge to those who work in

the education sector.

The score for category 1 is particularly affected by Question 2: “The PEDP requires each primary school to so as to improve the quality of education. What are the correct words to be in the box?” The answer is: “develop a three-year school development plan.” For the trained group, only 22 out of 62 answered correctly (35%). Most others, 34 people wrongly chose: “accommodate all school-age children.” Admittedly, this question was a little tricky but this was a point clearly emphasized at the beginning of the training to explain why the SM/MP exercise was required. If this question is excluded, category 1’s score will become 75%, a reasonably high figure.

Similarly, the score of category 3 is considerably lowered by one question. Question 11 asked about the concept of GER and NER. Only 20 people out of 62 gave a correct answer (32%) indicating that those statistical or mathematical concepts are difficult to understand for many people, even teachers. Excluding this particular question, the overall score for category 3 will improve from 76% to 82% for the trained group.

Category 2 indicates poor performance. This seems due to the fact that these questions are very difficult to answer without fully understanding (not memorizing) what were taught in the training. The generally poor score for this category (47% for the trained group) attests that training at least partly was superficial, not facilitating the understanding of the trainees.

It should be noted that the Trained group outdid the Not-Trained group (control group) in every category. The performance gap is particularly large with category 2 (47% vs. 28%), as expected in advance. This testifies that the training exactly did what it was supposed to do.

Performance by question category and position

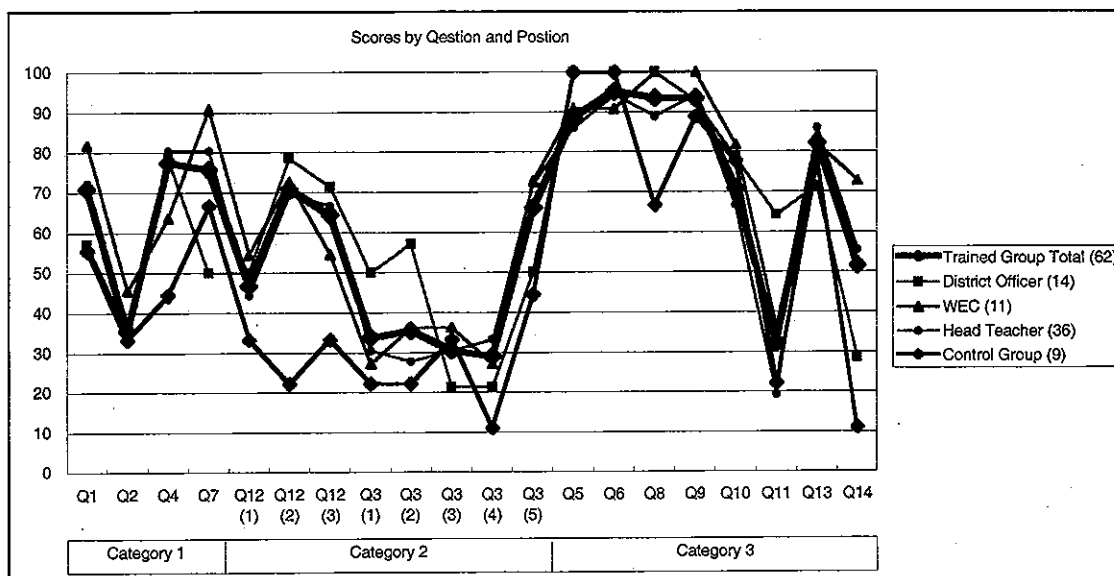
A more detailed analysis of the results reveals that performance is somehow related to position. See Figure 4.2 below which shows average scores by question by position. We can draw two main observations from this figure.

First, comparison between council officers and WECs shows that WECs outperform council officers with “SM/MP2-specific” questions whereas council officers do better with “general” questions.

This is typically evident with Q14 and Q11. With Q14 (“Select one item which is not necessary in the Monitoring Plan.” Answer: Source of input) which is very specific for the SM/MP2 exercise, only 29% of council officers answered correctly while 73% of WECs did so. By contrast, only 36% of WECs gave the right answer to Q11 about GER and NER while 64% of council officers managed to choose it. This tendency is quite understandable for two reasons: council officers generally have higher educational background and they are not so familiar as WECs with day-to-day practice of school activities.

Second, comparing WECs and school head teachers, we can conclude that WECs generally outdo school head teachers (higher average with 14 questions out of 20).

This again seems normal because WECs are all former head teachers who were promoted as WECs owing to their good performance.



Note: School Committee chairman (1 sample) is excluded.

Figure 4.2 Average Score by Question and Position

To sum up, we can draw following observations from the above analysis. To repeat our hypotheses, if the cascade system works poorly, two phenomena will result:

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

The first phenomenon was not observed. There was a significant gap between the Trained and Not-trained groups. The gap was particularly large with Category 2, indicating that training did deliver the substance to the participants.

With regard to the second hypothesis, the analysis negated it, too, though to a lesser extent. Overall, training seems to be conducted in a fairly standardized way. Contents reached the final trainees without gross distortion or dilution. Trainees, however, understood the contents according to their capacity. Naturally, some found it difficult to understand the topics while others were quick to grasp the gist. A general tendency detected is that people easily forget what they learned but remember what they did. Practice thus makes sense and workshop-style training should be much more encouraged. This point can also be supported by the fact that very little confusion or misunderstanding was reported in Term-1 LGAs during the SM/MP exercise. This indicates that participants received the information right and put it into practice as directed. The cascade of training delivered the message more or less correctly to the end receivers. However, after one year, much of the conceptual message was forgotten but participants remember what they actually did.

20.3 Implications

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

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

It is unquestionable that Tanzania's current educational administrative system is the very basis for any cascade system to work. The administrative system is well established, down from the minister to teachers at very remote schools in the peripheries. The command line is being maintained painstakingly even though many parts of the country lack adequate means for transportation or communications. Without this effective administrative system in place, no cascade system will be able to function as it is supposed to.

The key actor in this Tanzanian cascade system is the WEC. As proved by SM/MP2, WECs play the most crucial role when such a cascade training is conducted. Most WECs are highly motivated, dedicating their everyday lives to education and its betterment in the hard environment. In implementing SM/MP exercise, Tanzania was particularly lucky because it has a legion of WECs deployed throughout the country. It is no doubt that their dedicated work enabled the exercise to be successful and effective. WECs are a valuable asset Tanzania can and should rely on.

Participants in the SM/MP2 exercise shared one common trait: they were very serious. They were serious about the exercise, about how to improve their school, about how to spread education. Seriousness seems Tanzania's national character, which also facilitated the exercise to a great extent.

When combined, the three conditions above created a conducive environment where the cascade system could work properly and achieve its goal. It should be noted, however, that this combination does not happen automatically. As SM/MP2 experience amply showed, what combines the three conditions is *the commitment of key officers at councils.* Simply, without their commitment, the cascade system could not work even in Tanzania. From this success, however, we should not infer that the cascade system can work in any country particularly in Africa. Tanzania is most likely to be a special case where culture and history work to the advantage of such an intricate system.

21. SOCIAL MARKETING EFFECT

21.1 Definition of Social Marketing Effect

Social marketing is defined in general terms as the use of marketing principles to influence human behavior in order to improve the quality of life for themselves, or benefit the society as a whole.⁵⁵ This definition implies that social marketing is distinguished from *coercion*, a way of behavior change by force, or from *persuasion*, a way of behavior change through discourse. In the education field, it is often applied to achieve such specific objectives as increasing enrollment rate or raising people's awareness of the importance of education. For instance, the free-of-charge school feeding program is such an application where free meals are expected to attract pupils from poor families to school. Another example is an annual national or regional contest of primary schools for the school-of-the-year award. Such a high recognition and prestige will drive not only teachers and pupils to excel but community people as well to be proud of their school.

The school mapping and micro-planning exercise *does* not aim at social marketing *per se* as its objective. However, some behavior change particularly on the part of community members *was* expected to occur as positive "side effects" of the school mapping and micro-planning exercise under SM/MP2. Specifically, by participating in the exercise in some way or other, it was expected that parents would send more children to school or that community would give more support to school. This was the social marketing effect to be seen as a by-product of the exercise. This section will review its results to see if this expectation was realized or not.

21.2 Qualitative Evidence

No systematic survey was planned in advance to record and measure the social marketing effect by SM/MP2. This was due to the JICA Consultant Team's erroneous assumption that such effects, if any, would be negligible. However, as the exercise entered Term 2 and the Team started to visit schools covered in Term 1 for evaluation, the Team came to realize that SM/MP2 *did* have positive impact on people's behavior. School mapping and micro-planning actually was an effective means for social marketing in Tanzania. The JICA Consultant Team therefore retrospectively organized monitoring information to record the effects at least in a qualitative way. Because of the limited information, social marketing effect was confined in the analysis to the difference in school committee's performance or community's involvement before and after the exercise. Also it should be borne in mind that the following argument is not meant to be exhaustive or conclusive. It can at best draw a tentative conclusion based on some qualitative evidence.

Table 4.7 lists some sample schools and the changes they experienced through the exercise. Note that the schools can be classified into three groups: 1) those covered in Term 1 and observed in Term 1; 2) those covered in Term 1 and observed in Term 2; and 3) those covered in Term 2 and observed in Term 2. As is seen, most schools in group 1 were actually visited in June 2003, shortly after the school mapping activities. Since

⁵⁵ Based on Turning Point, "The Basics of Social Marketing." www.turningpointprogram.org.

school mapping activities (school data collection using questionnaires) generally proved far less effective than school planning activities to motivate community people, those schools were still too early to see any significant behavior changes that might come after school planning. As a natural result, many of them were reported as seeing no clear effect yet.

In Table 4.7 social marketing effect is rated with a five-point scale. Effect is either positive or negative, and -2 indicates “strongly negative effect,” -1 “negative effect,” 0 “none,” +1 “positive effect,” and +2 “strongly positive effect.” To be specific:

- 2 strongly negative effect; *either* school committee stopped meeting regularly *or* community stopped supporting the school as a result of the exercise
- 1 negative effect; *either* school committee reduced its level of activity *or* community reduced its support to the school as a result of the exercise
- 0 none; school committee kept the same level of activity and community kept the same level of support as before the exercise
- +1 positive effect; *either* school committee increased its level of activity *or* community increased its support to the school as a result of the exercise
- +2 strongly positive effect; *both* school committee increased its level of activity *and* community increased its support to the school as a result of the exercise

Note that the effect was measured in relative terms. That is, if a school had a very active school committee even before SM/MP2 and the committee kept the same level of activeness after the exercise, the school would be rated “0” showing no effect. Rating was done by the Team member who visited the school.

Table 4.7 Social Marketing Effect of SM/MP2

Implem- ented in Term	Observ- ed in Term	Council	School	Effect*				Remarks	Date of Visit						
				-2	-1	0	+1			+2					
1	1	Kigoma DC	Chankele					No clear effect yet	Jun. 2, 2003						
			Bubango					No clear effect yet	Jun. 2, 2003						
			Mkongoro					School committee activated	Jun. 2, 2003						
			Kamara					School committee activated	Jun. 3, 2003						
			Msimba					School committee activated	Jun. 3, 2003						
			Kasuku					Contribution for school building	Jun. 3, 2003						
			Kidahwe					No clear effect yet	Jun. 3, 2003						
			Simbo					No clear effect yet	Jun. 3, 2003						
			Mwandiga					School committee activated	Jun. 3, 2003						
			Bigabiro					Active school committee and contribution for school building	Jun. 3, 2003						
			Kalenge					School committee activated	Jun. 3, 2003						
			Kalalangabo					School committee activated	Jun. 6, 2003						
			Bigabiro					School committee activated	Jun. 6, 2003						
			Kagongo					School committee activated	Jun. 6, 2003						
1	1	Kasulu DC	Kalema					Active school committee and contribution for school building	Jun. 4, 2003						
			Kiganamo					No clear effect yet	Jun. 4, 2003						
			Mrubona					Inactive school committee	Jun. 4, 2003						
			Umoja					School committee activated	Jun. 4, 2003						
			Nyansha					Active school committee and contribution for school building	Jun. 4, 2003						
			Kabanga					School committee activated	Jun. 5, 2003						
			Turashashe					Inactive school committee	Jun. 5, 2003						
			Nyamagubwe					No clear effect yet	Jun. 5, 2003						
			Nyakitonto					Inactive school committee	Jun. 5, 2003						
			Mugombe					No clear effect yet	Jun. 5, 2003						
			Buchuma					No clear effect yet	Jun. 5, 2003						
			Nyakatoke					School committee activated	Jun. 5, 2003						
			Kitagata					School committee activated	Jun. 5, 2003						
			Nyanzuka					School committee activated	Jun. 5, 2003						
Nyachenda					No clear effect yet	Jun. 5, 2003									
1	1	Lindi DC	Nahukahuka					No clear effect yet	Sep. 9, 2003						
			Nyangamara					Awareness of school condition among community	Sep. 9, 2003						
			Mtama					Awareness of school condition among community	Sep. 9, 2003						
			Kiwalala					Awareness of school condition among community	Sep. 9, 2003						
			Mihogoni					Active school committee and contribution for school building	Sep. 10, 2003						
1	1	Nachingwea DC	Nyangao					Awareness of school condition among community	Sep. 10, 2003						
			Tunduru ya Leo					No clear effect yet	Sep. 11, 2003						
			Mkonjela					No clear effect yet	Sep. 11, 2003						
			1	1	Liwale DC	Kipule					No clear effect yet	Sep. 12, 2003			
						Naluleo					Active school committee and contribution for school building	Sep. 12, 2003			
			1	2	Lushoto DC	Kizara					Active school committee and contribution for school building	Aug. 19, 2004			
						1	2	Korogwe TC	Borna					Active school committee	Aug. 20, 2004
									Kwamdulu					Active school committee and contribution for school building	Aug. 20, 2004
						Kwakombo					Active school committee	Aug. 20, 2004			
						Makinyumbi					Active school committee	Aug. 20, 2004			
						1	2	Muheza DC	Kibanda					Active school committee and contribution for school building	Aug. 20, 2004
									Makumbi					Active school committee and contribution for school building	Aug. 20, 2004
						1	2	Handeni DC	Michungwani					Active school committee and contribution for school building	Aug. 21, 2004
									Manga					Low community participation	Aug. 21, 2004
Kitumbi											Active school committee and contribution for school building	Aug. 21, 2004			
2	2	Dodoma DC				Chamwimo					Awareness is already high	Sep. 14, 2004			
						Chenene					School committee further motivated to be very active	Sep. 14, 2004			
2	2	Kondoa DC				Paranga					Started baking bricks	Sep. 16, 2004			
						2	Mpwapwa DC	Kazania					School committee motivated	Sep. 17, 2004	
1	2	Songea TC	Misufini							Parents' contribution increased	Sep. 20, 2004				
			Matarawe					Awareness rose; started to bake bricks and make furniture	Sep. 20, 2004						
			Bomba Mbili					Money contribution for class furniture	Sep. 20, 2004						
1	2	Rungwe DC	Mibula					Parents' contribution of 22 desks out of 90 needed	Sep. 22, 2004						
			Katumba 1					Community awareness used to be low; helped build 2 teachers houses and 2 classrooms	Sep. 22, 2004						
			Salemu					Highly active and committed school committee	Sep. 22, 2004						
			1	2	Mbeya MC	Azimio					Traditionally strong community support	Sep. 22, 2004			
Itiji								Started baking bricks	Sep. 22, 2004						
1	2	Mbozi DC	Mwenge					School committee is already active and participating	Sep. 23, 2004						
			Ihanda					No clear effect yet	Sep. 23, 2004						
			Chimbuya					Highly activated school committee; strong community support	Sep. 23, 2004						
1	2	Sumbawanga DC	Mkunda					Activated community participation; baked 40,000 bricks	Sep. 24, 2004						
			Mpui					School committee actively participated in school affairs	Sep. 24, 2004						
			Ndelema					Traditionally supportive community; motivated further	Sep. 24, 2004						
			Laela A					Traditionally supportive community; motivated further	Sep. 24, 2004						
2	2	Monduli DC	Enguiki					Increase in enrolment and decrease in drop-out	Oct. 15, 2004						
			Sarajanda					Contribution for school facilities and school building	Oct. 16, 2004						
1	2	Nachingwea DC	Tunduru ya Leo					No clear effect yet	Oct. 27, 2004						
			Nambambo					Active school committee and contribution for school building	Oct. 27, 2004						
			Mukoto Kuyana					Active school committee and contribution for school building	Oct. 27, 2004						
1	2	Lindi DC	Kiwanjani					School committee activated	Oct. 28, 2004						
			Msingi Mchinga-I					Community's low awareness of education	Oct. 28, 2004						
			Kingurungundwa					Active school committee and contribution for school building	Oct. 28, 2004						

Note: * With "Effect," -2 indicates "strongly negative," -1 "negative," 0 "none," +1 "positive," and +2 "strongly positive."

Although it is based on subjective assessment, this table nonetheless can attest two propositions: first, among the samples, there was no school that experienced negative (adverse) effect because of the exercise; and second, a number of sample schools reported significant positive changes in terms of community's awareness and participation as a consequence of the exercise. Thus we may tentatively conclude that the school mapping and micro-planning exercise conducted in Tanzania had some social marketing effect. Typically, after being exposed to school problems through the activities and coming to understand the PEDP requirements to receive a development grant, the school committee got activated to initiate supporting activities mobilizing parents and community (mostly baking bricks and donating labor but in rare cases raising funds as well). Some head teachers were explicitly grateful to the exercise saying that such community support was difficult or even impossible before SM/MP2. There were other communities, on the other hand, that were traditionally supportive of schools but became more so after undergoing the exercise. Three cases in Box 4.1, 4.2 and 4.3 will illustrate how such changes took place.

Box 4.1 Social Marketing Effect: Case I

[Social Marketing Effect Scale: "+2" (strongly positive) on Table 4.7]

Katumba 1 Primary School (Rungwe DC)

This school participated in SM/MP2 in Term 1. Located in a rural village on a hill, the school is about 15 minutes' ride from Tukuyu, the council capital. It was established in 1949, one of the first primary schools opened in the area. Currently, it has 518 pupils. For the school, SM/MP2 was the first opportunity to school map or make a school plan. However, it was a very useful experience for them. Through the process, the head teacher and school committee members clearly understood what their school problems were. Also, by making the school plan, they were able to identify what they could and should do to solve them. Their priority problems: rehabilitation of school buildings, construction of new classrooms, pupils' desks, and teacher's houses. The school committee swiftly took action.

In the past, however, the school used to have difficulty to mobilize community for support. People did not care much about the school. In fact, at the beginning of school mapping in 2003, the head teacher was still faced with apathetic community members. As the exercise went on, however, the situation changed rather quickly. First, the school committee members got deeply involved and highly motivated. Then they took initiative to press village community at large. Eventually, they succeeded in turning around people's perception. Their achievements in a year: construction of two new classrooms up to the walls; and construction of one semidetached brick house for teachers. The teacher's quarters cost Tsh 9 million of which only Tsh 3 million came from the government. The rest was borne by the community.

Box 4.2 Social Marketing Effect: Case II

[Social Marketing Effect Scale: "+2" (strongly positive) on Table 4.7]

Chimbuya Primary School (Mbozi DC)

Mbozi DC is one of the Term 1 LGAs. This school is located along T1 road, just before Tunduma, a town on the Zambian border. The school committee used to be active even before SM/MP2 began but the exercise made it better organized and more active. When they made their school plan in 2003, they met everyday for a week. In the process, they particularly deliberated on school priorities. To the priorities thus identified, community responded very positively. The top priority, new classrooms, was already attained within 2003. In 2004, they were aiming at another priority, new teacher's houses, and baking bricks for that purpose. One

unique aspect of this school committee was that, after SM/MP2, it organized subcommittees each of which was charged with a specific issue or project. With responsibility clearly defined, the subcommittees could move things very fast. To appeal to the community at large, the school committee uses formal village assembly meetings, which were usually attended by 200 or so villagers. Once approved there, plans can be swiftly put into action. For example, when a proposal was agreed on to install a water pump in the school yard, the committee members wasted no time in raising funds in the village. The source of such initiatives is the chairperson of the committee, a young farmer who loves his job. He testified to the Team that SM/MP2 was a very useful experience and inspired the whole committee to be more active.

Box 4.3 Social Marketing Effect: Case III

[Social Marketing Effect Scale: "+2" (strongly positive) on Table 4.7]

Chenene Primary School (Dodoma DC)

This school is among the Term 2 participants. The school is located in a village on the Dodoma-Arusha road, about 80 km north of the capital. It has 453 pupils and 13 teachers. When the Team visited the school on September 15, 2004, all activities had been finished except revising the school plan to organize its contents consistently with the table of contents. Ten school committee members all took part in the whole process from school mapping to school planning, which was the first experience to them. The committee regularly meets eight (plus extra) times a year but the members are fully committed to their duty. Even before SM/MP2 began, the committee was already active. The exercise, however, further strengthened their commitment and motivation. When the Team visited the school, the committee was just in an emergency meeting attended by five members and head teacher. The agenda: how to pay for a bill for a teacher's house construction project they started in 2004 with non-PEDP funding. Though the Team did not know their conclusions, the situation was serious enough to suggest the community's genuine commitment to the school. SM/MP2 apparently helped their sense of solidarity deepen through the series of team work.

Social marketing effects as a combined result of SM/MP2 and PEDP

While the three cases above are exemplary, one should note a reservation to be precise. Those positive changes all suggest that such social marketing effects were in fact a *combined result of the SM/MP2 exercise and the PEDP*. It seems that school committees and communities have been activated because of the particular requirement to receive a development grant and thanks to the timely implementation of the participatory exercise. In retrospect, it is doubtful whether such positive changes took place if either one condition did not exist. The PEDP requirement alone could never have induced the same level of commitment. SM/MP2 alone, either. The most appropriate observation therefore would be that SM/MP2 can have social marketing effects and, in Tanzania, the PEDP requirement particularly facilitated such effects.

What hampers social marketing effect's coming out?

Needless to say, not all schools saw a higher, improved level of awareness in the community as a result of the SM/MP2 exercise. As is seen in Table 4.7, a number of schools reported the same inactive school committee or low community concern as before. For them, social marketing effects did not come about automatically. Why did some schools see significant effects while others did not? What made the difference? The reason behind the successful schools will most likely boil down to an obvious one: motivated and committed leadership. Then why did other schools fail to

see any effect? Lack of good leadership is not the only reason for their failure. According to the JICA Consultant Team's observation, there seem five typical cases where social marketing effect was hampered to come out:

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

The first case can be ubiquitous. However, poverty is not always the reason for low participation as indicated by many cases. The second and third cases are related to traditional notions and rather exceptional. The fourth case is also confined to some areas but can combine with the second case making the situation difficult to overcome. The fifth case can be highly common. However, it should be noted that successful schools do not necessarily have an exceptionally talented head teacher or a strong community figure as chairperson. Head teachers were just as ordinary as other colleagues. School committee chairperson at Chenene Primary School cited above was a young mother with a baby perhaps in her late 20s whereas at Chimbuya Primary School the position was held by a young farmer in his 30s. What makes them distinct from others is their commitment to duty, to the betterment of their school and education. SM/MP2 simply provided a valuable opportunity for them to involve community more formally into school affairs. Social marketing effect was a natural by-product of their initiatives.

21.3 Implications

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

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

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

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

them to school. This effect is another type of behavior change owing particularly to school mapping. However, according to the Team's observation, the incidence of this effect was reported only in a few cases or could not be separated from the increase in new enrollment due to the policy of free primary education.

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

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

22. BENEFITS AND SHORTCOMINGS OF PEDP

22.1 Why and How Do We Review PEDP?

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

It may be of some interest to summarize those fragmented observations about the PEDP since, as far as the JICA Consultant Team is aware, few documents record how the PEDP, its development grant in particular, is implemented by LGAs, wards and schools. How do schools receive the development grant? How do LGAs allocate the funds among the schools? What benefits does the PEDP give? What shortcomings does it have? These are the questions to be asked and answered. However, it should be noted that the PEDP will be reviewed here *as seen from the school mapping and micro-planning exercise only*. As such, this chapter's viewpoint is quite limited. No comprehensive or thorough review of the PEDP is intended. Note also that part of the argument below is a self-criticism of the school mapping and micro-planning exercise as done in Tanzania.

22.2 Benefits of PEDP

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

- 1 *Available funds*. It has given a substantial amount of budget to schools in a reasonably fair way;
- 2 *School plan-based finance*. A school plan is required for the school to receive a development grant; and
- 3 *Community involvement*. Community contribution is required for the school to receive a development grant.

Available funds

The capitation grant and the development grant are two new schemes initiated under PEDP to compensate the loss of school revenue due to the abolition of school fees. As its term suggests, the capitation grant is calculated according to the number of pupils and hence all schools are eligible for one. The development grant is intended to be spent on development projects, commonly construction of new class rooms, teacher's houses or pit latrines. Unlike the capitation grant, not all schools can receive a development grant. The funds—too small to satisfy all needs—are allocated by councils only to some selected schools that are judged priorities. The good point is that allocation of the grants is reasonably fair.

Admittedly, the money schools receive is far from sufficient to meet their pressing needs. Nonetheless, to many schools particularly in poor rural areas, the funds are

substantial enough to kindle hope. To some highly deprived schools, the capitation grant alone could more than compensate the loss of school fees formerly collected from parents. The PEDP has become *the* stable source of revenue for many schools and provided them with a fairly substantial amount of funds that were not available before. This is the obvious but primary benefit of the PEDP.

School plan-based finance

The second point is that the PEDP took a significant step towards rationalizing school budget allocation by making a school plan a requirement to receive a development grant. This is a form of plan-based financing which has never been formally practiced in the primary education sector of Tanzania. The advantage of this method is obvious: it can prevent arbitrary or uninformed allocation of funds, thus reducing wasteful practices while matching the needs with required resources.

The PEDP for the first time introduced this method on a limited scale to school financing. Despite the limitation, its implication is deep and its benefit is enormous. By that particular requirement, the PEDP practically announced that rational budget allocation was coming and that everyone should be ready to face it. Seemingly this message has got across and been well received. Spreading the novel notion of school plan-based finance is the second benefit of the PEDP.

Community involvement

The third benefit is that the PEDP has effectively encouraged community participation in school affairs. By making community contribution a requirement for a development grant, it successfully mobilized numerous communities to support schools. It is not known whether this particular arrangement was purely owing to financial consideration to augment available resources or intended to promote community participation as a by-product. Either way, the results were very positive and encouraging. It is true that Tanzania's communities have long tradition of participation and self-help but the PEDP has adroitly made use of the tradition to the benefit of the schools.

22.3 Shortcomings of PEDP

With all those benefits, the PEDP is not free from shortcomings. Practices have pointed out several of them.

Not all school plans are funded

The first limitation to be cited is the fact that not all schools can receive a development grant. Many schools made a school plan in the hope that they could receive a development grant but most of the hopes were not realized. This has a detrimental effect on the planning exercise in general and on the school planning in particular. If plans they created are useless, who will put faith in planning? As mentioned elsewhere in this Report, planning has a high value of its own in Tanzania, where organized thinking is not so common yet among ordinary people. The school planning exercise has given a very good opportunity for them to practice a rational way of organizing things towards future. However, if their plans are left useless, it will certainly alienate

the people from planning itself. If the PEDP makes a school plan a prerequisite for a development grant, it should finance all those school plans with some funds at least to fulfill the stated needs partially. If the PEDP cannot meet all school needs at once, it *should not* pose such a requirement to begin with.

School plans or data are not really used to allocate the development grant

This is related to the first shortcoming. The PEDP assumes that LGAs will allocate development grants according to the priorities judged from the school plans. This has never been the case. Since budget for the development grants is far from sufficient, LGAs do not bother to refer to school plans to decide priority for grants allocation. Instead they commonly calculate the number of deficient classrooms (and teacher's houses in some cases) by school and select a few in the largest deficit. For this simple calculation, they even do not use the school data set compiled as a result of school mapping because they already have data at hand for the number of classrooms and pupils, two very basic statistics.

This reality suggests either that the allocation of development grants based on school plans or school data is an unrealistic feat or that the budget for the development grants should be sufficiently large to make the plan- or data-based allocation meaningful. Either way the PEDP has a shortcoming of undermining the notion of data-based planning and plan-based funds allocation in relation to the development grant allocation at the council level.

Bottom-up planning cannot work: a self-criticism

The second limitation noted above has a deeper implication not only to the PEDP but to bottom-up planning in general, too. The PEDP process, particularly for the development grant allocation, and the school mapping and micro-planning exercise conducted to expedite the process have revealed that bottom-up planning may not work as it is supposed to.

As were noted repeatedly in this Report, common problems associated with the process are as follows:

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

These problems seem to indicate one same conclusion: the bottom-up planning as assumed or designed in the PEDP and SM/MP2 cannot work.

Bottom-up planning is defined here as a series of planning starting from the "bottom" (the lowest level of plan-maker) upward in which plans made in the previous level become the "basis" for the next level thus ensuring consistency between the two consecutive levels of plans. It is assumed that in this system budget will be appropriated from the top down only when all levels of plans have been prepared and their mutual consistency is ensured. Very often bottom-up planning is advocated in

favor of participatory planning accommodating people's aspirations and needs-driven provision of social services. SM/MP2 is a typical example of this planning system where school-level plans are first made and then council-level plans are developed integrating the school plans. School budget (including the development grants) will be secured as specified in the council-level plan and distributed to the schools according to the council's priority judged from the individual school plans.

This much is theory. As shown in the previous sections, actual practice is very different from this. The three common problems cited above are in fact natural consequences of bottom-up planning that failed to work as theory teaches.

"Wish list" school plans are inevitable because, true to the theory of bottom-up planning, schools do not know exactly how much budget they can have for the planning period. Without knowing a specific financial limitation, they tend to make a plan that is inseparable from a dream. Is this wrong? We should not put blame on those "wish list" school plans, however. Actually they more or less reflect the magnitude of true needs standing unmet at schools. The "wish list" school plans are in fact claims for accumulated government debt that is long over due. Bottom-up planning has simply disclosed this untold issue.

School plans not referred to in allocating budget are against what theory assumes. This is quite a natural human response to save time and energy when available budget is far less than enough to satisfy the quoted requirements. Nobody will bother to go through all the school plans when budget is barely enough to be given to a very limited number of schools. To council officers familiar with the situation of the schools in charge, priority is almost obvious. They do not need to refer to the school plans. Bottom-up planning thus stumbles here over a human tendency to cut short.

The third problem cited above again testifies the impracticality of bottom-up planning. As the number of plans submitted from the lower level increases, it gets more difficult to integrate them into a consistent plan or reconcile budget requirements with available resources. Very often when the number is quite large, consistency will degenerate into a mere matter of common vision and reconciliation into the simple neglect of individual school requirements. Bottom-up planning becomes nothing but a parallel planning at several levels linked mutually in nominal terms only.

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

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

Is there any way to overcome this inherent difficulty? Yes, there is. First allocate the budget from the top down. Then start planning from the bottom up given the available budget specified.⁵⁶ This is a simple and effective way to eliminate "wish list" school plans. At the same time, this will reduce frustrations on the part of schools resulting

⁵⁶ An assumption here is that the amount of budget an individual school will receive is reasonably large. Participatory planning over, say, one hundred thousand shillings is not worth doing from the beginning.

from the school plan never materialized. On the council side, this will also eliminate their effort to reconcile school budget quotations with the council's budget. They can concentrate on the substance alone, making it possible to deliberate on school conditions individually and prepare a more responsive council education plan.

The suggestion above is tantamount to a recommendation to adopt the "formula-based allocation" of budget down from the council to the schools. A formula-based allocation to *councils* has been institutionalized since 2004. The same method can easily be applied to school budget allocation from the council downward. This method completely contradicts the philosophy underlying bottom-up planning and the school mapping and micro-planning exercise, but its value can be seen in the arguments above.

Community participation as tax in disguise

The last shortcoming to be listed here is the fact that for some very poor communities, the requirement of "community contribution" is nothing but a tax in disguise. The PEDP requirement that community should make some contributions before school can receive a development grant is very straightforward and makes sense in the light of the government's financial position. It may be so designed as a way to promote community participation in school affairs. However, this particular requirement has a risk to lead people to a wrong notion of "community participation." In fact, some people expressed their worry that this requirement became a heavy burden on poor communities. Community participation should never mean an easy way of resource mobilization or fund raising on the part of government or school.

The problem is that the PEDP is very specific to define community contribution to be eligible for a development grant: they should build classrooms up to the walls. How heavy this burden is depends on the community's relative wealth. It may be an easy target for some but a virtual impossibility for others. Since community contribution itself is a highly justifiable requirement for school development, what should be considered is removing its "uniform" nature. The requirement should be flexible, adjustable to community's economic and other conditions.