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Sida Decentralised Evaluation

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End-Term Evaluation of the Swedish Education Support to Zanzibar 2010–2017

Final Report

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September 2017**

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The views and interpretations expressed in this report are the authors' and do not necessarily reflect those of the Swedish International Development Cooperation Agency, Sida.

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Abbreviations and acronyms

| | |
|----------|---|
| ASC | Annual School Census |
| ASEPR | Annual Summary Education Performance Report |
| DEO | District Education Officer |
| DFID | UK Department for International Development |
| DPs | Development Partners |
| DPC | Development Pioneer Consultants |
| EASTC | East African Statistical Training Centre |
| ECD | Early Childhood Education |
| EFA | Education for All |
| EMIS | Education Management Information System |
| GE | Gender Equality |
| GPE | Global Partnership for Education |
| GQ | General Questions |
| HRBA | Human Rights Based Approach |
| ICT | Information and Communication Technology |
| IPA | Institute of Public Administration |
| IFMIS | Integrated Financial Management System |
| IIEP | International Institute for Education Planning (UNESCO) |
| LEG | Local Education Group |
| LGA | Local Government Authority |
| MDG | Millennium Development Goals |
| MOEVT | Ministry of Education and Vocational Training |
| MKUZA | Mkakati wa Kukuza Uchumi na Kupunguza Umasikini Zanzibar |
| NGO | Non-Governmental Organisation |
| OECD-DAC | Organisation for Economic Co-operation and Development - Development Assistance Committee |
| PCR | Pupil Classroom Ratio |

| | |
|--------|---|
| PMO | Prime Minister's Office |
| PSLE | Primary School Leavers Examination |
| PTR | Pupil/Teacher Ratio |
| REO | Regional Education Officer |
| RGoZ | Revolutionary Government of Zanzibar |
| RISE | Research on Improving Systems of Education |
| SACMEQ | Southern and Eastern Africa Consortium for Monitoring Educational Quality |
| SDG | Sustainable Development Goals |
| SES | Swedish Education Support |
| Sida | Swedish International Development Cooperation Agency |
| SUZA | State University of Zanzibar |
| SQ | Specific Questions |
| TC | Teacher Centres |
| TVET | Technical and Vocational Education and Training |
| TOR | Terms of Reference |
| TUTU | Tucheze Tujifunze (learning through play) |
| UNICEF | United Nations Children's Fund |
| UNEG | United Nations Evaluations Group |
| USAID | United States Agency for International Development |
| ZABEIP | Zanzibar Basic Education Improvement Project |
| ZASWA | Zanzibar Social Worker Association |
| ZATU | Zanzibar Teachers Union |
| ZEC | Zanzibar Examinations Council |
| ZEDP | Zanzibar Education Development Programme |
| ZESC | Zanzibar Education Steering Committee |

Preface

The Embassy of Sweden in Dar Es Salaam, Tanzania, commissioned this end-term evaluation of the of the **Swedish Education Support (2010-2017)** along with the Global Partnership for Education (2014-2016) on Zanzibar through Sida's framework agreement for reviews and evaluations. The evaluations were undertaken by NIRAS Indevelop simultaneously from June to August 2017.

The members of the evaluation team were Sheila Reed (Team Leader); Angela Arnott, Education Specialist; Idrissa Yussuf Hamad, Education Research and Policy Analyst; and, Kristeen Oberlander Chachage, Teaching and Curriculum Development Specialist. A survey of 38 schools was undertaken by NIRAS Tanzania/Development Pioneer Consultants, survey specialists based in Dar Es Salaam.

Quality Assurance was undertaken by Ian Christoplos. The project manager at NIRAS Indevelop, Johanna Lindgren-Garcia was responsible for ensuring compliance with NIRAS Indevelop's QA system throughout the process, as well as providing backstopping and coordination.

Executive Summary

Zanzibar has a population of 1.3 million across the two major islands, Unguja and Pemba. Current capacity of the education system is between 33% and 50% of the eligible population; nearly all children access primary and more than a third of children are accessing pre-primary education. The Ministry of Education and Vocational Training (MoEVT) issued the first **Zanzibar Education Development Programme (ZEDP)** 2008/09-2015/16. The second Zanzibar Education Development Plan (ZEDP II, 2017-2018 to 2021-2022) has recently been disseminated.

Sweden (through the Swedish International Development Cooperation Agency, Sida) has undertaken separate but concurrent end-term evaluations of the Swedish Education Support program (2010-2017) and the Global Partnership for Education program (GPE, 2014-2016). The evaluation covered in this report assesses the performance of the Swedish Education Support program from 2010 to 2017.

Swedish support contributed 40 million SEK with the aim of promoting equitable access to a quality primary education for children over 6 years of age and improved relevance and quality of education throughout the sector. Approximately 50% of the funds were devoted to capacity development for the MoEVT. Other major objectives were expanding access to education and strengthening monitoring and evaluation, data collection and analysis, and financial accountability.

The evaluation assessed performance using criteria of relevance, effectiveness, efficiency, impact and sustainability as well as gender equality and equity. Data was collected from June to July 2017 through document reviews, key informant interviews, focus group discussions, site visits, and a survey which covered 38 schools on Unguja and Pemba. The users of the evaluation are the Revolutionary Government of Zanzibar, particularly the MoEVT and its implementing partners, the Swedish Embassy and Sida, and other stakeholders in Zanzibar.

Relevance

The **goals and objectives** of the Swedish Education Support were extremely relevant to national policies as they were closely grounded in the ZEDP (2008/09-2015/16). The ZEDP was coherent with: (i) the Zanzibar Vision 2020; (ii) the Poverty Reduction Strategy for Zanzibar (MKUZA) and its objectives for education; and, (iii) the Education Policy 2006. The ZEDP was based on a thorough education situation analysis. Throughout the cycle of the ZEDP four in-depth studies of the education system, some supported by Sida, fed into the analysis of progress in the sector.

Capacity constraints of the MoEVT were well identified in the ZEDP and Sida supported relevant long and short term training using mainly national training resources. A number of interventions were carried on from previous Swedish support

(2002-2009) such as the development of the Education Management Information System (EMIS) and infrastructure construction. Planning in some cases did not establish clear linkages between the interventions and the changes needed to achieve ZEDP results, and the ZEDP II has more effectively factored environmental constraints into the planning.

In order to target the **most vulnerable schools and children**, the ZEDP considered the large geographical differences in academic performance. Pemba island, the two northern districts of Unguja, boys of primary age, and students with disabilities required stronger focus. While teacher shortages, especially for math and sciences, remain a chronic problem, key concerns affecting children are seen to be shortage of toilets, insufficient nutrition, and shortages of classroom space and furniture. In some rural and islet communities, there is weak acceptance of the value of education and difficult logistics to access secondary school.

Increasing attention was drawn to the **poor conditions of water, sanitation and hygiene** and WASH guidelines for schools are due to be rolled out in Zanzibar in September, 2017. Overall, insufficient attention and advocacy was devoted to improving the WASH situation, which negatively affects girls more than boys. Although the classroom shortage has improved, serious overcrowding persists. Sida's continuing flexibility in funding completion of classrooms and other school related construction has been particularly relevant to the needs.

Effectiveness

Approximately 60-70% of the planned activities in the ZEDP were achieved, making the **efficiency of implementation** satisfactory; the MoEVT completed nearly all of the Sida supported interventions. The completion of 144 classrooms and 22 offices eased congestion in 33 primary schools and improved the learning environment.

Additions of in-service training classrooms and libraries to eight Teachers' Centres serving 240 schools and training of trainers in ICT and other topics were recognized by teachers as significantly strengthening teaching and learning resources. The central library in Pemba was completed and 1000 children were targeted for reading skills development. Identification of teachers who could be trained to teach math and science is working toward reducing the shortages in those topics.

The MoEVT staff at various levels and locations participated in numerous short term trainings, such as in network administration, Early Childhood Education, statistics, M&E, record keeping, financial management, and store keeping, among others. Long term management training was sponsored for five senior staff. Staff found the long term training to be the most effective in improving management and planning skills, while some short term trainings lacked the depth needed to effect significant changes. However, staff observed more organized work outputs on the part of those who received training.

The **management capacity** of the MoEVT is seen to have improved overall, but motivational challenges and funding shortfalls are barriers to problem solving and timeliness. The MoEVT continues to fall behind in addressing the classroom shortages, while the pressures for additional classrooms will be significant due to

increased free enrolments. Although the EMIS has been extended to cover secondary schools, problems with access and data entry continue to plague the system. The library services are expanding to better serve students and the public, but need to be backed up with a Zanzibar library policy and a library management information system.

Progress is being made to strengthen the Office of the Chief Inspector of Schools as a semi-autonomous body. Checklists now include aspects of the school environments. Inspectors see themselves as doing a better job to structure the inspection. There are insufficient inspectors to conduct in-depth “basic” inspection and new inspectors lack a training regime to reach the quality needed.

Efficiency

Several factors combine to promote **cost efficiency of construction works**. Local artisans trained by the MoEVT submitted more reasonable costs and are likely to reduce damages that render the rooms unusable. The use of local materials and artisans to build the classrooms contribute to cost effectiveness. Importantly, classrooms are started by the communities and community ownership increases the responsibility of parents to monitor their investment.

Several factors may challenge cost efficiency, including lack of routine maintenance, use of less durable materials, and continuing to build the traditional sizes of classrooms for 45 students when many are overused for up to 100 students and double shifts. In 2004, the MoEVT produced a manual on school construction standards however, adherence requires monitoring and enforcement of the procedures, as well as a culture of maintenance neither of which have been sufficient.

There is no systematic government mechanism to promote **environmental sustainability**, for monitoring the environmental quality for schools. Further, school toilets and handwashing facilities have been constructed in a disjointed manner in addition to a generally low awareness of WASH requirements.

The Swedish Education Support program experienced a number of delays. The main reason concerned the development of the EMIS, a critical mechanism for monitoring of the education system. The consultant firm employed to make the system user friendly was not able to work to the satisfaction of the Ministry and time was needed to seek other solutions.

The **use of program resources** was monitored through an auditing process, planning and progress reports were issued and several review meetings with Sida took place. However, no interim evaluation was conducted to guide the program toward greater efficiency and effectiveness. The MoEVT has several main supporters among international development partners, and several mechanisms such as the Joint Education Sector Review and the Zanzibar Education Sector Committee are working to contribute to stronger coordination and accountability.

Impact

The Swedish Education Support program has contributed significantly to gains made in the education sector during the ZEDP (2008/09- 2015/2016). While there were no specific negative impacts, interventions did not fully address the influencing factors that determine the quality of education. Other constraints were an overambitious set of activities and need for stronger monitoring. A major constraint to achieving greater impact included insufficient funding from all combined sources and limited capacity of the MoEVT to utilize the funding available.

Progress was made on key indicators such as pre-primary enrolment, while primary enrolment is nearly 100%. Other successes were providing in- service support to teachers through Teacher's Centres; having a high proportion of qualified primary teachers; and coordinating efforts to raise teacher qualifications at pre-primary. Some improvement was noted in Standard 6 results in 2016.

The teaching and learning environment is negatively impacted by the acute shortage of primary classrooms, toilets, desks and textbooks. The ZEDP II has picked up the strategic directions of the previous plan and has built upon the findings of the studies during the ZEDP I.

Causes of weak student performance are inadequate teaching of science (or difficult) subjects and poor English language skills. Issues affecting teacher effectiveness are both motivational and environmental. The MoEVT has exerted considerable effort to motivate teachers through salary increases and trying various solutions to their transport and housing problems with mixed results.

The MoEVT is gaining professional capacity but is limited in terms of staffing, and requires improvement in strategic and implementation planning. The numbers of school inspections have increased but distribution of results is unclear and the inspectors do not receive sufficient feedback on progress regarding their recommendations, possibly constraining impact.

Progress has been made to facilitate access for disabled children and promote free education which can alleviate stress on poor families, however, inequality remains at all levels of education, including those excluded, mainly boys from poor families. Survival (staying in school) rates to Standard V remains around 80%. Other influencing factors such as campaigns against child violence have contributed to higher school survival rates among girls.

Sustainability

The challenges in the education system have been clearly identified, but the causal factors are not always clear. Innovative solutions such as use of radios for pre-primary and primary education and distance learning help the system to catch up to the pace of global knowledge transfer, however, their development may not be sustainable due to attrition of components not readily available or affordable such as computers, modems and radios.

Reliance on external sources for 80% of the education development funding, when these sources are not guaranteed, is a major challenge to sustainability, as well as time needed for the MoEVT management to meet donor requirements. Investments in MoEVT staff professional capacity are likely to be sustainable if kept refreshed and strengthened in the vulnerable districts.

The ability to disburse funds (for ZEDP – Unguja 75% and Pemba 35%) indicates some weaknesses in the capacity of the MoEVT to perform the functions required of it as per the ZEDP. Possible solutions include increasing staff, greater reliance on consultancy services, and greater reliance on the communities.

Main conclusions

- Problems with data entry and access to the EMIS need to be met with urgent remedial action to allow stakeholders to use reliable data.
- Significant delays already occurring in classroom completion due to efficiency constraints could be expected to intensify with increases in enrolment.
- The ZEDP II is placing more emphasis on the environmental issues, such as water, sanitation and nutrition, which affect health and learning.
- Training of trainers, as well as various short and long term trainings was generally effective in building capacity.
- The Office of the Chief Inspector of Schools has more relevantly structured procedures; however, insufficient numbers of inspectors, limited in-service training, and lack of feedback need to be addressed.
- Stronger coordination between MoEVT and development partners is being promoted through the Joint Education Sector Review and the Zanzibar Education Sector Committee, among others.
- Progress has been made to facilitate access for disabled children, but excluded children, especially boys, require further focus.
- Reliance on external sources for 80% of the educational development funding and constraints to fund disbursement are challenges to sustainability.

Main recommendations for the MoEVT and its implementing partners

1. Strengthen the efficiency of operation, accessibility and analytical capacity of the EMIS as a matter of priority.
2. Strengthen the efficiency of the school and classroom construction process as a matter of priority.
3. Strengthen the culture of Water, Sanitation and Hygiene through construction of gender designated toilets and hand washing facilities together with awareness raising.

4. Continue to support capacity development for the MoEVT focusing on the staff in Pemba and the northern Unguja districts.
5. Continue to strengthen the Office of the Chief Inspector of Schools.
6. Encourage greater child centeredness in the education system and develop innovative solutions to the problems of teacher shortages.
7. Through ZEDP II, continue to strongly address the issues of equity and gender equality in the education system through focus on excluded children, particularly boys, and disabled children.
8. Through ZEDP II and joint funding mechanisms, promote sustainability through stronger coordination and stronger joint funding strategies.

1 Introduction

1.1 BACKGROUND

Zanzibar, a semi-autonomous part of Tanzania, is comprised of two main islands Unguja and Pemba and a number of smaller islets. Zanzibar is divided into five administrative regions (three in Unguja and two in Pemba), 11 districts, 50 constituencies and 296 shehias (wards). The Revolutionary Government of Zanzibar is responsible for overseeing development in key sectors in Zanzibar including basic education.

The population of Zanzibar has grown substantially in the last 50 years, trebling from 350,000 in 1967 to 1.3 million in 2012 (census) and to 1.6 million in 2015. At the current growth rate, the population will double in the next 24 years, significantly increasing the demand for education services in a short space of time.¹ Of the total population (2012 census) 68.8% were in Unguja and 31.2% were in Pemba, and 31.4% are school age children of whom 4.6% are at age group of 4-5 years (pre-primary), 18.6% are at age group of 6-11 years (primary level) and 8.8% are at the age group of 12-15 years (secondary level). Moreover, of the total population 51.6% are females and 53.7% live in rural areas.²

The Ministry of Education and Vocational Training (MoEVT) issued the first **Zanzibar Education Development Programme (ZEDP)** 2008/09-2015/16. The second Zanzibar Education Development Plan (ZEDP II, 2017-2018 to 2021-2022) has recently been disseminated. The Education Policy of 2006 remains the core policy framework for the ZEDP II. Policies which have been phased in include: a) the structure: 2 years of pre-primary, 6 years of primary, 4 years of general secondary (all compulsory) and 2 years of senior secondary; b) the language policy of English as the medium of instruction from Standard 5; and, c) the abolition of school fees and parental contributions at pre-primary and primary education levels in 2015.³

Over the past decade, the MoEVT's spending has accounted for around 16–22% of the national budget, or 3.8–4.5% of GDP. This compares positively to international guidelines for governments to commit 15–20% of their budgets to education, and 4–6% of GDP.⁴ The education development budget is heavily reliant on external resources (80% in FY 2015/16).⁵

Enormous strides have been taken in expanding access at primary level through providing in-service support to teachers through Teacher Colleges, having a high

¹ Zanzibar Household Budget Survey 2014/15 - ZHBS

² 2012 Population and Housing Census, United Republic of Tanzania, 2013

³ Zanzibar Education Development Program II, 2017-2018 to 2021-2022

⁴ Ministry of Education and Vocational Training (2016) *Zanzibar Education Situation Analysis 2015*, Oxford Policy Group.

⁵ Zanzibar Budget Brief (FY2011/12 and FY 2015/16): Focus on Health, Nutrition and Education

proportion of qualified teachers, and coordinating efforts to raise pre-primary teacher qualifications. While education positively impacts living standards and poverty reduction both directly and indirectly, the percentage of children below the basic needs and food poverty line has not changed significantly since 2008.⁶ The MoEVT aimed to achieve Universal Primary Education and Education for All goals through Interactive Radio Instruction which was piloted in 60 classrooms. In 2007, *Tucheze Tujifunze* (TUTU) “Play-to-Learn” programs were included in the radio instruction.

The policy of no school fees has likely resulted in gross enrolment in pre-primary education increases but the statistics are yet to be available for 2016. Current capacity of primary schools also increased with gross enrolment rates of 99% in 2015.⁷ However, supply of water, electricity, and hygiene facilities and cost for minor school maintenance were not included in the compensation package for schools and need to be addressed with urgency.⁸ Among public schools 81% have access to potable water, 71% have access to electricity, 34% have sports fields, and 8% have libraries. At the primary level, there is significant variation in the proportion of schools operating a double shift across districts.⁹

The majority of pre-primary schools (excluding TUTU centres) are private, whereas most primary schools, basic education schools (primary and lower secondary) and secondary schools are managed by government. The pre-primary system has been expanding with primary enrolment growth concentrated in public (government-run) schools. Current capacity is between 33% and 50% of the eligible population, and more than a third of children are accessing pre-primary education. Despite late entry, retention is good: most (89%) reach the final Standard, and almost all go on to ordinary secondary level.¹⁰

Major challenges remain in development of the Education Sector. More than 20% of students entering secondary education have failed the Standard 7 examination and are underprepared for the next stage of education. About 55% of enrolled Form 2 students pass the examination and transition to Form 3, while 45% either do not take the examination or fail the assessment. Cross cutting issues include income levels, geography and, to some extent, gender impact on access to education and learning. There are issues with the examination system and learning achievement is low at primary and ordinary secondary level. Further efforts are needed to improve teachers' pedagogical practices. More classrooms are needed to make better use of teachers and to reduce class sizes. Teacher deployment is opaque and inefficient.¹¹

1.2 PURPOSE AND OVERVIEW

Sweden (through the Swedish International Development Cooperation Agency, Sida) has undertaken separate but concurrent evaluations of two programs in the current phase of assistance. These are the Swedish Education Support program (2010-2017)

⁶ Large regional variations from a low of 16.1 per cent / 3.6 per cent in Magharibi to 72.1 per cent / 35.2 per cent in Micheweni

⁷ MOEVT. *Zanzibar Education Statistical Abstract 2015-2016. Table 2*

⁸ Zanzibar Education Development Program II, 2017-2018 to 2021-2022

⁹ Ministry of Education and Vocational Training (2016) *Zanzibar Education Situation Analysis 2015*, Oxford Policy Group

¹⁰ Ministry of Education and Vocational Training (2016) *Zanzibar Education Situation Analysis 2015*, Oxford Policy Group

¹¹ Ibid.

and the Global Partnership for Education program (GPE, 2014-2016). This report covers the **Swedish Education Support** program, however, the linkages with the GPE program are also explored. The evaluation of the GPE program is covered in a separate report.

The evaluation covered in this report assesses the performance of the Swedish Education Support program from 2010 to 2017 by looking at what the program did well and where there are areas for improvement.¹²

The **scope of the evaluation** covers the interventions undertaken from 2010 to 2017. In assessing the performance of the Swedish Education Support program (SEK 40 million, extended from 2010-2013 with four extensions to 2017) the evaluation focuses on the programmatic aspect rather than the performance of the Zanzibar Education Sector Development Plan (ZEDP) 2009-2016, although the activities were basically extracted from the ZEDP action plan 2013-2016. The results frameworks and other planning tools as well as the Theory of Change have been instrumental in judging performance. Where they were not well developed they were reconstructed for this exercise.

There is a large audience of **users of the evaluation**. It is anticipated that **primary users** of the evaluation will include the Swedish Embassy/Sida and the Revolutionary Government of Zanzibar particularly the MoEVT and the Office of the Chief Inspector of Schools, as well as UNICEF. (See Persons Interviewed in the Annexes.)

1.3 METHODS

The Evaluation Team consisted of four core independent evaluators, the NIRAS Indevelop management and the Development Pioneer Consultants (DPC) survey group. The evaluation was composed of phases, including the inception phase (June 2017), the in-country data collection phase (July 10-27th), and the analysis and reporting phase (August, 2017). During the inception phase, the evaluation team examined the questions posed in the TOR in terms of their relevance and evaluability in the time frame that Sida has stipulated and in view of the documents and the qualitative and quantitative data that is available to the Evaluation Team and could be collected during the in-country phase of data collection. A minor number of questions were re-worded for clarity.¹³

The evaluation process ensured a utilization focus and participation of stakeholders and incorporating issues of gender equality and equity of access. The utilization and participation focus was supported by a preliminary briefing with the Swedish Embassy/Sida and the MoEVT, a briefing at the end of the in-country data collection by the core evaluation team and later, followed by a briefing on the near final report with relevant stakeholders. The gender and equity issues and planned responses by

¹² Embassy of Sweden (2017-04-07) Terms of Reference for the end-term evaluation of the Swedish Education Support 2010-2017 and of the GPE program 2014-2016 on Zanzibar

¹³ Final Inception Report: End-term evaluation of the Swedish Education Support 2010-2017 and of the GPE program 2014-2016 on Zanzibar, NIRAS Indevelop, June 29, 2017

the government are noted as set out in the ZEDP and the MZUKA development plans.

The Evaluation Team ensured its impartiality by relying upon a systematic triangulation of data sources and data collection methods and tools. The evaluation methods used included a document review, key informant interviews, focus group interviews and a survey. Evaluation tools used included a stakeholder matrix, evaluation matrix, and interview guides.

Primary data was collected (qualitative and quantitative) in a survey supported by the DPC mainly of the TUTU Centres, pre-primary, primary and basic schools and a few secondary schools across both islands (a total of 38 schools). All efforts were made to ensure the representativeness of the sample, particularly in relation to issues of gender, inclusion of marginalized children, the geographical locations, such as rural and urban and most and least developed, and other societal factors which may influence the relevance and impact assessed. Primary data was also collected through the opinions expressed by stakeholders in key informant and focus group interviews and included MoEVT management, implementing partners, teachers, staff of the Teacher's Centres, community members and children.

Secondary data included review of existing studies and literature, collation and analysis of education management information data and financial information.

The team conducted more than 60 key informant interviews, and held 8 focus group discussions with teachers and communities. The team visited Pemba, conducting interviews at the MoEVT, visiting 2 Teacher's Centres and conducted community focus groups in Shamiani village on Kwanzi Island. The team visited 2 Teacher's Centres on Unguja and conducted 2 community interviews. A skype interview was conducted with UNICEF. The survey tools included questionnaires for teachers and environmental checklists.

Sampling strategy. The survey was not planned to be a comprehensive assessment of the education system, rather it was a means to complement the document review and to broaden the data to be evaluated. With support from the Ministry's EMIS Division, lists of the schools, TUTU centres and teachers' centres were finalized and the design of the data collection strategy for the survey agreed upon. Knowing that all pre-primary and primary schools were GPE beneficiaries, a subset of these schools who were also beneficiaries of the Swedish Education Support in building additional classrooms and toilets, determined the population of schools to be selected for the sample. The numbers of schools selected by level was informed by the current distribution of government owned schools, with primary schools constituting the bulk of the sample.

Given that the majority of schools are rural and are predominantly based on Unguja Island, these factors weighted the sample distribution. Additionally, the sample focused on two districts— North B and Mkoani, known for their profile of educational vulnerability and as the sites of TUTU interventions.

Table 1 Sample of Schools and Centres

| Schools | Pemba | Unguja | Total Schools |
|-----------------------------------|-------|--------|---------------|
| TUTU Centres | 6 | 3 | 9 |
| Pre-Primary and Primary | 7 | 5 | 12 |
| Primary | | 3 | 3 |
| Pre-Primary Primary and Secondary | 1 | 4 | 5 |
| Secondary | | 1 | 1 |
| Teacher Centre | 1 | 2 | 3 |
| Undesignated schools | | 5 | 5 |
| Total | 15 | 23 | 38 |

1.4 LIMITATIONS

Time allowed for data collection and reporting: The time for the entire evaluation process was limited to approximately 60 days which is a short period of time to address all the needed evaluation phases. However, the team made a commitment to honour this time limitation and effectively shared work among its members.

Time limitations for using the evaluation as a learning tool: Due to the time limitations discussed above, the evaluation was limited in time and resources to deliver a stakeholder workshop, however, briefings were held for the MoEVT and other stakeholders at the start and end of the in-country data collection period, and when the report was finalized for the GPE program. In addition, through the data analysis and analysis of the theory of change, the reports offer lessons and good practices.

Data limitations on the Swedish Education Support (2010-2017) since years have passed since the first framework agreement and stakeholders may have changed since the early years of implementation: Some documentation was not readily available to the evaluators and some data was difficult to access through the EMIS. The team made all efforts to locate documentation from the earlier years and to locate staff and trainees from the earlier trainings as well as the recent capacity development support.

2 The Swedish Education Support Program on Zanzibar

2.1 BACKGROUND OF THE SWEDISH EDUCATION SUPPORT ON ZANZIBAR

2.1.1 Overview

Sweden (through the Swedish International Development Cooperation Agency, Sida) has supported education on Zanzibar for several decades. Sweden resumed its engagement in development cooperation with the Government of Zanzibar in 2002 in the form of ‘emergency support’ for more classrooms to accommodate the rapid expansion of primary school and address the backlog of unfinished schools in Pemba and Unguja.¹⁴ The support centred on construction components (e.g. schools, a new building for the Ministry and teacher centres).

Support to school construction consisted of funding a) the *completion* of community built classrooms, with roofs, doors, aprons and wall plastering, painting and furnishing, b) completion of four teacher centres and c) the completion of the second and third floors of the MoEVT. Sida also supported building professional competences of MoE (now MoEVT) officials for training at a number of overseas institutions (for example, the International Institute of Educational Planning (IIEP, UNESCO, Paris), and Bristol University for higher studies). Towards the beginning of 2003 Sida also supported the funding of the development of a new Education Policy (2006). In addition, a consultancy group was contracted by MoEVT to help develop ZEDP that included a number of key preparatory studies.

The **Swedish Results Strategy for Development Cooperation with Tanzania** for the period 2013-2019 has identified education as one of three priority areas with focus on education for girls and Teacher’s Vocational and Education Training (TVET).¹⁵ Swedish support to Zanzibar’s education sector for the implementation of the Zanzibar Education Development Plan (ZEDP) is guided by this result strategy with Tanzania. The Swedish bilateral strategy also has synergies with Sida’s global strategy for sustainable social development which includes Sida’s global support to the Global Partnership for Education (GPE).¹⁶

¹⁴ Swedish Support in the Education Sector in Zanzibar 2002-2007, Mike Wort, Suleman Sumra, Paul van Schaik, and Elifuraha Mbasha.

¹⁵ Swedish Results Strategy for Development Cooperation with Tanzania for the period 2013-2019

¹⁶ The GPE supports 65 countries to ensure that every child receives a quality basic education, prioritizing the poorest and most vulnerable and those living in fragile environments.

The **Swedish Education Support Programme** is bilateral support and involves Sweden and the partner organisation MoEVT and other ministries, as well as MoEVT implementing partners such as a number of national training institutions and international institutions.

Sweden has tentatively committed support to the Education Sector on Zanzibar for the coming 5-year period with SEK 25-30 million, contingent on findings and recommendations of this evaluation among other things. The evaluation of the GPE program will also be used by the MoEVT and key stakeholders to prepare a new application round for the GPE funding, which is currently in draft form.

The Swedish Education Support program has 3 main components (and objectives):¹⁷

1. **Expanding Access to Education** – To promote equitable access to a quality **primary education** for all children from the age of 6 years.
2. **Capacity Building for MoEVT Staff & Teachers** - (2012-2013) Objective 1: Strengthen MoEVT capacity to develop, plan, cost, implement and evaluate policies and programs; enhance capacity to manage sub sector reforms especially the establishment of the inspectorate as a semi-autonomous body. Objective 2: MoEVT to be able to adopt its supervising role of construction works and building maintenance.
3. **Monitoring, Evaluation & Assessment** - Strengthened MoEVT capacity to monitor conditions and results at the school level and plan and implement changes to improve these, in particular by developing and utilizing management resources at the district and school level.

The sector support program has been implemented by the Ministry of Education and Vocational Training while in some areas, implementation was delegated to other partners. The current phase (SEK 40 million = approximately \$4.6 m) was initiated in 2010 and has been extended four times and is now scheduled to end on 31 August 2017.

2.1.2 Planned Interventions

In the **Swedish Education Support program** approximately 50% of the budget was dedicated to capacity building. Although the program is aligned with the ZEDP, activities were earmarked and they do not cover all components of the ZEDP. The ZEDP (2009-2016) results framework does not have specific outcome indicators, rather most are output indicators and the Sida supported activities are not clearly designated. The evaluation has re-constructed the results framework (see below) along with the Theory of Change to help clarify how the inputs will strengthen outcomes.

¹⁷ Embassy of Sweden (2017-04-07) Terms of Reference for the end-term evaluation of the Swedish Education Support 2010-2017 and of the GPE program 2014-2016 on Zanzibar

The implementation of the activities was carried out largely by MoEVT implementing partners and contractors. Training activities were carried out by a number of organisations including East African Statistical Training Centre (EASTC), Dar Es Salaam, Institute of Public Administration (IPA), Institute of Business and Technology in Dar Es Salaam, and the International Institute for Educational Planning (IIEP) in Paris. The Agile Learning Company has taken responsibility for the development of EMIS for secondary schools and the IIEP coordinated the Southern and Eastern Africa Consortium for Monitoring Educational Quality (SACMEQ) IV Survey.

2.1.3 Lessons from the 2002-2007 Evaluation

An evaluation was conducted of Swedish support to the Education sector, published in 2007. The following **lessons** were set forth from the analysis.¹⁸

- The ability to respond strategically to the development challenges strengthens partnerships and develops a **high level of trust** that augers well for future sector wide development, but the period of assistance needs to be defined.
- The **framework and methodologies** should be expressed in clear systemic and operational terms if Sida's development objectives are to be addressed.
- The willingness to fund **gap-filling** comes with risks and on-going projects supported by other development partners need to be fully assessed.
- Attention should be paid earlier to the **institutional enabling environment** in terms of issues affecting performance, management and improvement of support to the Ministry.
- Technical assistance needs to be targeted at the level of capacity building that is needed. Manuals and training should be **no more complicated** than the buildings being built or maintained.
- For effective mainstreaming of cross-cutting issues to take place, the relevant policy frameworks need to feature prominently in a **support programme document**. Well defined indicators within sector monitoring and evaluation frameworks should be established.

The **key evaluation recommendations** included the following (**with notes as to the progress to date**):

- Support school mapping to ensure that the sites of new schools, the construction of new classrooms, and the rehabilitating and maintenance of existing schools is carried out according to greatest needs. **(2017 note: school mapping is about to be undertaken by the Oxford Policy Group - 10 years later)**

¹⁸ Swedish Support in the Education Sector in Zanzibar 2002-2007, Mike Wort, Suleman Sumra, Paul van Schaik, and Elifuraha Mbasha.

- Base selection of schools on much more systematic pro-poor criteria to enable MoEVT to better identify and target school sites in the poor and disadvantaged communities. In cases where communities are very poor the government should consider funding the full cost of school provision. **(Free Education policy implemented)**
- Put into place a systematic preventative maintenance programme in all schools. Schools where new classrooms are to be completed should sign a preventative maintenance agreement before completion starts and building inspectors should explain the process to the SMC, the head of school and the maintenance teachers. **(Some progress on structuring the maintenance noted but not full follow-up)**
- Train artisans in communities where classrooms are to be constructed and simplify the manual compared to that prepared by the TA in 2004. **(Achieved effectively to a limited number)**
- Build sufficient numbers of toilets to ensure girl's toilets are located at an appropriate distance from boy's toilets. The MoEVT needs to establish standards for building pit latrines to a suggested figure of one pit per classroom or 45 students per shift. **(Toilet/student ratio is still insufficient, little gender distinction noted)**
- Disabled ramps need to be built in all new classrooms and toilet blocks to ensure that disadvantaged pupils can have easier access to the school. **(Some progress noted with implementation of the inclusion policy and some schools have facilities, braille machines, toilets, etc. for the disabled children.)**

2.2 CROSS-CUTTING ISSUES

2.2.1 Gender equality

Swedish support to education highlights equity in access and gender equality and focuses on gender related issues. The goal of **gender equality** is strongly articulated in MKUZA and the Education Policy of 2006. The MoEVT has a special focal person for promoting gender issues in the education system and MoEVT deals relatively extensive with such issues. Gender disparities, however, are evident in learning outcomes and in rates of exclusion from school, but the picture is inconsistent. Boys of primary age are far more likely to be excluded from school than girls, putting them at greater risk of over-age entry or of never entering school. Girls also outnumber boys in secondary schools in all districts.¹⁹

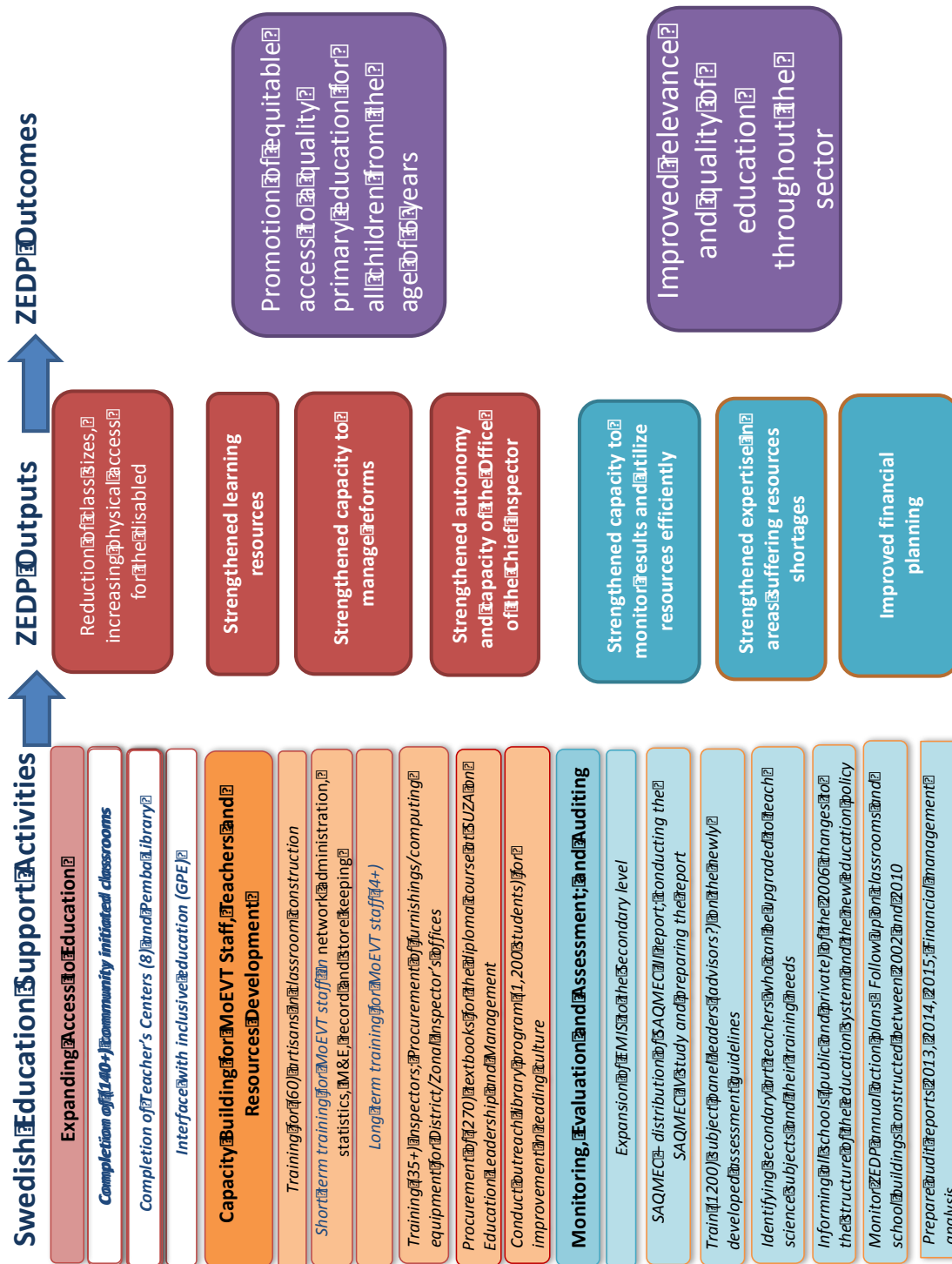
2.2.2 Perspectives of the poor – Equity in Access to Education

According to the Zanzibar Education Development Plan (ZEDP) equitable access to education has been translated to achieving equal opportunities for all by expanding free access to twelve years of quality basic education to all, providing equal

¹⁹ Ministry of Education and Vocational Training (2016) *Zanzibar Education Situation Analysis 2015*, Oxford Policy Group.

opportunities for education to be inclusive for vulnerable groups such as people with special educational needs

Figure 1 Reconstruction of the Results Framework for the Swedish Education Support Program (2010-2017)



3 Findings

3.1 RELEVANCE

What were the methodologies and approaches used for the MoEVT capacity building?

Is the intervention in tune with development policies and administrative systems of the Zanzibar Government (MKUZA, ZEDP)?

Were program objectives and activities relevant to the specific needs and priorities of the Education Sector and its beneficiaries?

Were the activities and outputs of the program planned consistent with the planned impacts and effects?

In 2000, the Revolutionary Government of Zanzibar adopted the **Vision 2020**, which aims to improve the standard of living of the people of Zanzibar. In line with Vision 2020, the Government is committed to achieving the Sustainable Development Goals (SDGs) and Education for All (EFA).²⁰

The ZEDP (2008/09-2015/16) was based on three key national policy documents: (i) the Zanzibar Vision 2020; (ii) the Poverty Reduction Strategy for Zanzibar (MKUZA) and its objectives for education; and, (iii) the Education Policy 2006 which is reflecting the MDGs and the EFA goals.²¹ As part of the ZEDP preparation process a detailed and a thorough **education situation analysis** was prepared in 2007 and the ZEDP was reviewed in both 2011 and 2016. Throughout the cycle of the ZEDP, at least four key analyses of the education system were conducted.²²

Approximately 50% of the Swedish Education Support funding was devoted to the capacity development of the Ministry of Education and Vocational Training (MoEVT). The MoEVT has eight departments: Pre-Primary and Primary; Secondary; Teacher Education; Non-Formal, Adult and Alternative Learning; Policy Planning and Research; Information and Communications Technology; Sports at Schools; and

²⁰ Ministry of Education and Vocational Training and UNESCO (July 2014) *Education for All Assessment, 2001-2013*; (Assessment based on 6 international goals: early childhood education; universal primary education; Life skills for young people; adult literacy; gender equality; and quality of education.)

²¹ **Revolutionary Government of Zanzibar:** (2006) *Education Policy*; (2010) *The Zanzibar Strategy for Growth and Reduction of Poverty 2010–2015 MKUZA II*; (2013) *MKUZA Implementation Report 2012/13*.

²² **Ministry of Education and Vocational Training:** *Report on the Study of Management of Entrants to Teacher Training, Teacher Requirements, Recruitment and Deployment Trends and Teacher Working Conditions in Zanzibar* (2013); *Education for All Assessment* (2014); *Educational Statistical Abstract* (2014); *Zanzibar Education Situation Analysis* (2015)

Administration and Personnel. It also has seven units: Inclusive and Life Skills Education; Education Registration; Information and Communication in Education; Accountant; Procurement; Internal Audit; and Higher Education Coordination. Each of these departments and units also has a coordinator based in Pemba, managed by the Officer in Charge for Pemba.

In addition to the departments and units directly under the MoEVT, there are a number of semi- autonomous bodies: the Zanzibar Examination Council (ZEC) - responsible for the conduct and control of examinations and assessment; the Office of the Chief Inspector of Schools; the Zanzibar Institute of Education (ZIE) - responsible for curriculum development and production of teaching and learning materials. Zanzibar Library Services; and the Vocational Training Authority (VTA) - responsible for improving vocational education as directed by the policy, among others. These are overseen by their respective councils and boards.²³

Since Swedish Education Support was instrumental in development of the ZEDP and Sida-supported interventions were selected from those set forth in the ZEDP and were also used to monitor the ZEDP, the **review of the ZEDP** in early 2016²⁴ found that the ZEDP was well grounded in key national policies, including the poverty reduction strategy, and the 2006 Education Policy. Preparation followed a wide consultative process including in-country stakeholders and development partners. It was sector comprehensive and provided specific analysis and objectives for cross cutting areas such as gender, inclusive education and HIV and AIDS.

Prioritized strategic targets and clear activities in the ZEDP enabled focus on access to quality basic education for all. The recurrent and development costs for the plan realization over the 5 years were prepared based on acceptable macroeconomic projections and the available information from sector donors.

The review identified several challenges:

- The access objectives at secondary levels remained a challenge.
- Quality concerns at primary and secondary levels persisted.
- Teacher redeployment was neither efficient nor transparent.
- School/teacher inspector ratio remained very low
- Deficit in qualified mathematics and science teachers for both primary and secondary levels persisted.
- Systemic implementation problems were identified in making the plan operational, including:
 - Insufficient focus on mobilizing resources for implementation, particularly

²³ Ministry of Education and Vocational Training and UNESCO (July 2014) *Education for All Assessment, 2001-2013*

²⁴ Ministry of Education and Vocational Training (2016) *Review of the Zanzibar Education Development Programme (ZEDP) 2008/2009-2015/2016*.

in terms of government funding;

- Lack of comprehensive monitoring and evaluation;
- Inadequate capacity of actors;
- Weak community involvement in implementation; and
- Lack of a structured process for translating the strategic programmes into annual accountable action plans.

The ZEDP review concluded that capacity constraints were well identified and plans to develop the institutional and management capacities were included in the Management Component of the Plan. Further, the ZEDP included a monitoring and evaluation framework, quarterly reporting and joint review process. Based on the capacity constraints identified in the ZEDP, Sida supported both **short and long term training** for MoEVT staff and others. However, capacity development tended to be centralized with district level staff not participating as fully.

To some extent the MoEVT used Sida support to fill gaps and the prioritization and selection of the interventions were not always clear (similar to the ZEDP review finding). A number of interventions were carry-overs from previous Swedish support (2002-2009) such as the continuing development of the Education Management Information System (EMIS), staff capacity development and support for infrastructure construction. The 2002-2007 evaluation has noted that *“Sida is seen as a key contributor in education and has been active in leading and coordinating donors in the Zanzibar Education Sector Committee (ZESC) thereby giving it a highly central role in the planning processes and importantly in the development of the ZEDP. Adaptability and responsiveness have been key characteristics and strengths of the Sida support. Sida’s commitment to working closely through a partnership approach is much appreciated by MoEVT, with whom it clearly has an excellent working relationship.”*²⁵ The same may be said of the Sida support and partnership in the current phase and Sida has provided the same active support in the development of the ZEDP II.

In terms of planning, the interventions at times lacked clear linkages between the interventions and the logic of progression toward ZEDP results. The relationship with GPE goals and objectives merges in the expanded access to schools where GPE support built Tutu centres and Swedish support built classrooms. Notably, the environmental issues affecting learning are only touched upon in the GPE support. Without strong linkages between the Swedish Education Support and the GPE, the environmental constraints to academic achievement have not been adequately factored into the planning.

With regard to **targeting the most vulnerable** schools and students, there are **large**

²⁵ Swedish Support in the Education Sector in Zanzibar 2002-2007, Mike Wort, Suleman Sumra, Paul van Schaik, and Elifuraha Mbasha.

geographical differences in examination performance, capacity and take-up of education, and exclusion from school. The development of the ZEDP in 2007 has included these analyses in targeting and subsequent data analyses were considered as the program evolved. It is well documented that children of primary and secondary age are much more likely to be out of school if they live in a rural area. Pemba Island which is largely rural is relatively disadvantaged in terms of the capacity and take-up of education services in all four districts, while in Unguja, North B district is the most vulnerable. Pemba is also relatively disadvantaged in teacher allocation, and some of its districts have the most serious classroom shortages.²⁶

Within the MoEVT, during the previous two years, the Unguja departments received and spent substantially more of their budget than the Pemba departments. For example, in 2014–2015, while Unguja received and spent almost 75 per cent of its budget, Pemba spent less than 35 per cent of the amount received. Pemba expenses mainly cover office operations such as fuel and utilities, however, Unguja offices carry out spending which is to benefit both islands – for example, some procurement of goods (such as science equipment and exam fees) and policy development all take place under the Unguja budget.^{27 28}

The population of Zanzibar continues to increase, a trend which has been well noted in census and household surveys. Women in Zanzibar have a very high fertility rate with an average of 5.1 children. However, the fertility rate in Pemba is thought to be even higher among the rural areas. Women with no education have 3.3 more children than women with secondary education (6.9 versus 3.6 children). Women living in the poorest households have an average of 7.5 children, compared to 3.1 children among women living in the wealthiest households.²⁹

Children who fall out of the education system, either public or private, and do not enter school include 37,000 (15 per cent) of primary-aged children who were out of school in 2014. Most of these children (about 25,000) can be expected to enter the system later. The **children most vulnerable** to late entry, early dropping out and poor academic achievement may be affected by a variety of factors, such as poverty, poor nutrition and health, and challenges of access due to distance. The total number of students with disabilities enrolled in 2014 was about 6,100 (data reported by schools), just under 2 per cent of all students in schools (public and private). The population census two years earlier (2012) found that about 3 percent–4 per cent of children aged 0–19 years have a disability which suggests that a considerable number of children with disabilities are not accessing school.³⁰

Key informant interviews as well as focus group discussions with communities indicated that one reason for falling out is weak acceptance of the value of education, particularly noted among fishing populations on both islands and in the islets. In

²⁶ Ministry of Education and Vocational Training (2016) *Zanzibar Education Situation Analysis 2015*, Oxford Policy Group

²⁷ ZEDP II, page 23

²⁸ Ministry of Education and Vocational Training (2016) *Zanzibar Education Situation Analysis 2015*, Oxford Policy Group

²⁹ Tanzania 2015–2016 Demographic Health Survey and Malaria Indicator Survey, Main Findings

³⁰ ZEDP II

some areas adults, particularly men, may discourage (or not encourage) school attendance. Logistical networks for children to reach secondary schools on the mainland and teachers to reach primary schools on the islets entail taking a boat (taxi), which incurs expenses. Further, the overcrowded classes, many with uncomfortable and unclean floor sitting, challenge the ability of teachers to use child centred approaches and impose discipline and result in children particularly those who are sitting in the back of the room to leave during classes or become distracted. Parents mentioned a need for cross learning among students from different locations which could contribute to motivation and improve performance.³¹

Key informants and focus groups have prioritized some of the factors most affecting learning and academic achievement.³² Teacher shortages in rural areas and in sciences and math (viewed as chronic problems) was one of the key factors. The MoEVT staff including management, District Education Officers (DEOs) and subject advisors from Unguja and Pemba prioritized the following environmental conditions (not specifically ranked):

- shortage of toilets; toilets that are not segregated by gender; unclean toilet facilities and a weak WASH culture (this was mentioned as top priority by the majority of interviewees over and above teacher shortages)
- lack of breakfasts or snacks for children at school, where upwards to 75% may come to school without eating anything or insufficient nutrition
- Shortage of classroom space and furniture, overcrowding and floor sitting.

Based on interviews with academic professionals, it is notable that capacity development in the ZEDP was not more greatly focused on the environmental issues; furthermore, education studies undertaken in recent years devote relatively little space to basic needs, such as WASH and nutrition. (The GPE program includes attention to the school environment such as safety and playground fences.)

Key informants have noted that open defecation and urination are seen to spread diseases and cholera outbreaks have occurred in some communities. Increasing attention was drawn to the **poor conditions of water and sanitation** in some schools.³³ UNICEF undertook a School Water, Sanitation and Hygiene (SWASH) mapping study in 2011 of 16 districts in Tanzania, which found similar poor conditions in many schools as those in Zanzibar.³⁴ The study was followed by the development of WASH guidelines for schools which have been rolled out in Tanzania mainland. The guidelines will be rolled out in Zanzibar in September, 2017.³⁵

³¹ Key informant interviews and focus group discussions, Zanzibar and Pemba, July 10-21, 2017

³² Key informant interviews and focus group discussions, Zanzibar and Pemba, July 10-21, 2017

³³ Micheweni on Pemba also has the greatest shortage in toilets for its students. In Chake Chake, on Pemba, another vulnerable district, only 64.3% of schools have access to potable water.

³⁴ School Water Sanitation and Hygiene (SWASH) Study in 16 Districts of Tanzania (2011), UNICEF, SNV and Water Aid

³⁵ The international standard for pupils per toilet is 1/20 girls and 1/25 boys. (The Sphere standard for emergencies is 1/20) The standards set in the ZEDP of 1/40 are actually considered to be "interim" standards to be attained.

The MoEVT has placed a focal point for WASH who is supported by UNICEF to address the issues. UNICEF provided significant support to the MoEVT in 2013-2014 for construction of toilets and washing facilities. However, reportedly only approximately 10 toilet blocks (of 10 toilets each including one with disabled access) were constructed in targeted schools. Some Tutu Centres may completely lack toilets. It is noted that the Sida sector support and the UNICEF support are planned and implemented in different years as per their agency planning agendas. Overall, insufficient attention and advocacy was devoted to the WASH situation among the donors, the government and the communities.

The ZEDP II has placed emphasis on obtaining funding for the expansion and construction and maintenance of toilets and water provision in order to meet the standards set for Zanzibar.

The **shortages of classrooms** and overcrowding are well described in past and recent studies. The crowded classrooms were considered an emergency situation in 2002 to which Sida responded with emergency assistance. Although the situation has somewhat improved in some areas, overcrowding persists. Overall just under half of all schools have a double shift, though no schools operate a double shift in South or North A districts, compared to 72.7% in Micheweni which also has the highest average pupil/teacher ratios (63:1). In Weke district in Pemba, three schools were operating three shifts, with 20 minutes allowed for each subject, a difficult learning situation. This was alleviated in two of the schools, with currently only one operating three shifts. The ZEDP II includes plans and funding projections to build and equip more classrooms with furniture.

Key informants point out that Sida's continuing flexibility in funding classroom and other school related construction has been critical to the development of the school system and contributed substantially to gains made on the ZEDP. Other donors are seen to be less willing to fund construction, thus Sida's contribution is very relevant to the needs. Several key informants noted that the investment that is being made in capacity development is undermined since teachers are not able to fully implement the instructional strategies they are learning when they are faced with over-crowded and under-resourced classrooms.³⁶

Equity of access and gender quality – Equity and gender issues are covered in all of the studies and analyses undertaken. Gender disparities are evident in learning outcomes and in rates of exclusion from school. Boys of primary age are far more likely to be excluded from school than girls, putting them at greater risk of over-age entry or of never entering school.³⁷ Girls consistently outperform boys; their exam performance is higher than boys' and girls' outnumber boys all the way up to tertiary level.³⁸ Interestingly, after the school years in Zanzibar, men tend to dominate

³⁶ Key informant interviews, Zanzibar, July 10-21, 2017

³⁷ Ministry of Education and Vocational Training (2016) *Zanzibar Education Situation Analysis 2015*, Oxford Policy Group

³⁸ Ministry of Education and Vocational Training, EMIS Statistical Abstract, 2015

decision making, leadership and jobs but currently the education context favours girls.

According to **key informant interviews and focus group discussions** as well as documentation, children, particularly boys may be engaged in labour by their parents or on their own, and leave school for income earning opportunities. Inadequate WASH has a stronger negative impact on girls. Many informants point to the need of girls for privacy in toilet facilities as they are not able as easily as boys to use the school grounds for urination. The cleanliness of the toilet areas is thought to affect girls much more than boys. Some informants pointed out that boys may decline to use the toilets provided while girls prefer to use them. However, issues of privacy, e.g. whether the doors can be locked or stopped and the toilet is secure from other children, are also important. Further, when girls reach menstrual age, they need a clean toilet area and girls mainly at the secondary level may miss a week of school each month during their menstrual cycles.

For the **ZEDP II**, the MoEVT, with support of civil society partners, will carry out a gender analysis to gather information on the differences and gaps between girls and boys, women and men in the education system, and prepare tools to ensure that all aspects of gender that might affect the learning of boys and girls are taken into account during the development and implementation of programmes.

3.2 EFFECTIVENESS

What has been the effect? What do the beneficiaries of the capacity development perceive to be the effects on themselves?

What were the major factors influencing the achievement or non-achievement of the objectives?

To what extent is the identified development the result of the intervention rather than of exogenous factors?

To what extent has the program adapted or been able to adapt to changing external conditions (risks and assumptions) in order to ensure benefits for the target groups?

With regard to the ZEDP Outcomes to be achieved with Swedish support, two main outcomes are as follows (see Results framework diagram above³⁹):

³⁹ The Logical Results Framework diagram was reconstructed using the progress reports and work plans for the Swedish Education Support program. These included: *Prioritized components of the three years plan to be supported by Sida*. (September 2013 and update November 2013), *Sida Support to the Education Sector In Zanzibar, July 2012 To June, 2013*; *Sida Support to the Education Sector In Zanzibar, Fourth Year Implementation Report, July 2015 To June, 2016*; *Sida Support to the Education Sector In Zanzibar, July 2013 To June, 2014*.

1. **Promotion of equitable access to a quality primary education for children over 6 years of age**
2. **Improved relevance and quality of education throughout the sector.**

According to the Theory of Change, the following **ZEDP Outputs** are noted in terms of progress toward achievement of the outcomes:

- Reduction of class sizes and increasing physical access for the disabled
- Strengthened learning resources
- Strengthened capacity (of MoEVT) to manage reforms
- Strengthened autonomy and capacity of the Office of the Chief Inspector of Schools
- Strengthened capacity to monitor results and utilize resources efficiently
- Strengthened expertise in areas suffering resources shortages
- Improved financial planning

According to the ZEDP (2008/09-2015/16) review, about 60-70% of the planned activities have been achieved (65% fully achieved, 13% partially achieved), with the efficiency of implementation noted as satisfactory. The Sida supported activities generally received checkmarks on their accomplishments as noted on Table 2; achievements and related issues are discussed below. The activities supported under the Swedish Education Support were grouped into three activity categories.

Table 2 Progress against Plans for Sida Support 2010-2016⁴⁰

| Planned Activity | Status | Comments |
|---|--|---|
| 1. Expanding Access to Education: Provide construction inputs to benefit primary and secondary schools | | |
| 144 Classrooms and 22 offices and 5 storerooms | Completed | 92 Classrooms on Unguja and 52 on Pemba |
| 8 Teachers' Centres additions completed and furnished | Completed, large classrooms, libraries | 5 on Unguja 3 on Pemba |
| Completion of main library in Pemba | Completed | |
| 2. Capacity Building for MoEVT Staff and Teachers - Objective 1: Strengthen MoEVT capacity to develop, plan, cost, implement and evaluate policies and programs; enhance capacity to manage sub-sector reforms especially the establishment of the inspectorate as a semi-autonomous body. Objective 2: MoEVT to be able to adopt its supervising role of construction works and building maintenance. | | |
| Long term training | 5 Staff from Unguja MoEVT | IIEP/SUZA Programme |

⁴⁰ Sources: Ministry of Education and Vocational Training: *The implementation of ZEDP for the year 2010/11-2012/13, Prioritized components of the three years plan to be supported by Sida.* (September 2013 and update November 2013), *Sida Support to the Education Sector In Zanzibar, July 2012 To June, 2013; Sida Support to the Education Sector In Zanzibar, Fourth Year Implementation Report, July 2015 To June, 2016; .Sida Support to the Education Sector In Zanzibar, July 2013 To June, 2014. Audit reports, 2013, 2014, 2015*

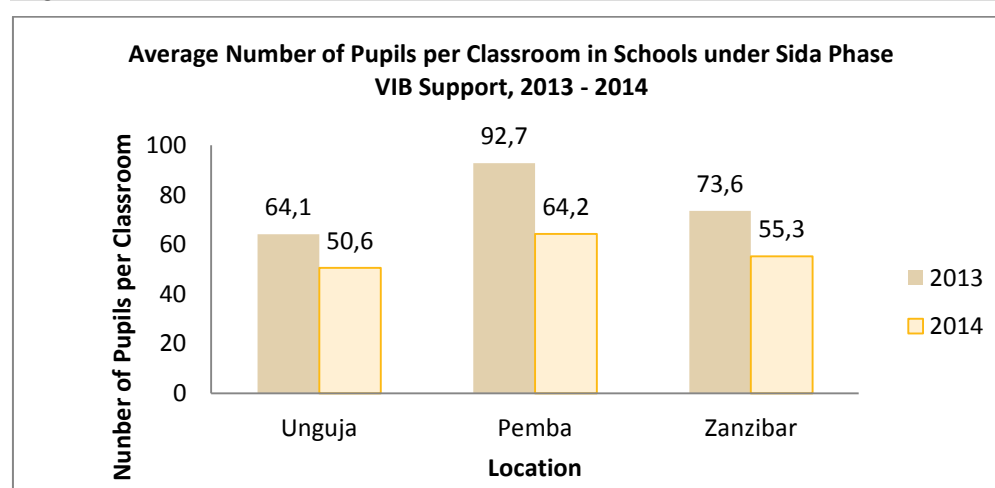
| Planned Activity | Status | Comments |
|--|---------------------------------|--|
| Short term training for MoEVT | Most were completed | Numerous: Network Admin; ECE, Statistics, M&E, record keeping, financial management, store keeping |
| Artisan Training | Completed for 60 | 36 from Unguja, 24 from Pemba |
| Inspector's Training Manual | Completed TOT and printing | Used in numerous onward trainings; 27 new inspectors trained |
| Furniture, computers and 20 Vespas for Chief Inspector | Completed | 12 for Unguja, 8 for Pemba |
| 270 Textbooks on Education Leadership | Purchase completed | |
| Training of Tutors for training of pre-primary teachers | Completed | 29 trained |
| Reading skills development | Completed | 1,000 students |
| Strengthening Financial management | Consultant team hired | |
| Improvement of office facilities | Completed | Computers, laptops, photocopiers, furniture, scanners, etc. |
| Updating Human Resources database | Completed | 9 staff attended workshop |
| Review and reporting on ZEDP | Printing and dissemination | Reporting completed |
| Study to identify arts subject teachers with the potential of teaching science at secondary level | Completed | Report 2015 |
| Development of Education Sector Plan 2016-2010 | Completed | Sensitization on the ESP |
| 3. Monitoring, Evaluation, Assessment and Auditing: Strengthened MoEVT capacity to monitor conditions and results at the school level and plan and implement changes to improve these, in particular by developing and utilizing management resources at the district and school level. | | |
| EMIS expanded to cover Secondary Schools; Car for EMIS | Completed over 2012-2015 | Significant delays and problems |
| SAQMEC IV Study completed; SAQMEC III disseminated | 2012-2013 data – published 2015 | Data not completely entered in EMIS until 2017 |
| New Assessment Guidelines; school management manual | Completed | |
| Follow up of construction between 2007 and 2013 | Completed | |
| Audits of MoEVT spending on Sida funds conducted | Three audits completed | 2011/12, 2013/14, 2014/15 |

Inter-related interventions which supported key components of the education system are discussed below in terms of 1) factors influencing achievement or non-achievement; 2) attribution/contribution of the Sida supported intervention, and 3) adaptation to changing circumstances.

Classroom completion. A ZEDP capacity building goal was to enable the MoEVT to adopt its supervising role of construction works and building maintenance. A list of completed classrooms was provided by the MoEVT, indicating that 144 classrooms were completed with Sida support. Specifically, the construction of classrooms in 33

primary schools, in Unguja and Pemba, under Sida support has supported increasing pupils enrolment from 22,877 (9547 pupils in Pemba) in 2013 to 25,141 (9950 pupils in Pemba) in 2014. This has also improved the learning environment by reducing the overcrowding of pupils in the classroom from 111.1 pupils per classroom in 2013 to 71.8 in 2014 on average.⁴¹

Figure 2 Pupils per classroom, 2013-2014



Most of the classrooms are started with community contributions added to those of the MoEVT and it is required that they are completed by the MoEVT. This requirement in some cases has virtually blocked the usage of potential new classrooms. According to **key informants and focus group discussions**, in some areas, the partially completed rooms, with no plaster or painting and with roofing supplied by the community that may not be up to standard are used anyway to ease the crowding. While in other areas, classroom completion is delayed for up to 4 years (1-2 years is more common) and communities are not able to finish them due to lack of funds. **Artisan training** for 60 craftsmen who work on construction was viewed as effective by interviewees.⁴²

According to the ZEDP II, approximately 60 new primary classrooms need to be constructed per year until 2021 simply to keep up with population growth; there is wide geographical disparity in the availability of classrooms in primary schools. The pupil to classroom ratio ranges from 41:1 in South District Unguja to 92:1 in Micheweni District in Pemba (public and private combined). (Note that averages do not highlight the most vulnerable schools which may have as many as 120 students per classroom.) The Education Assessment study (2016) study indicates that with a double-cohort entering Form 1 in 2016, there will be enormous pressure on the physical infrastructure: about 150 additional classrooms will be needed per year up to

⁴¹ Sida Support to the Education Sector in Zanzibar, July 2013 to June, 2014.

⁴² Key informant interviews and focus group discussions, Unguja and Pemba, July 2017

2020 to cope with this.⁴³

The ZEDP review (2016) notes that in 2014, the numbers of classrooms still needed were: Primary (2,375) and Secondary (329). Numbers of toilets needed were: 1,826 toilets for boys and 3,406 for girls. Given the current backlog of classrooms not completed and the increase in students, the numbers are unlikely to be achieved using the current procedures, resulting in even greater backlogs of uncompleted classrooms with the requisite number of toilets.

The Theory of Change regarding the **construction inputs** holds that increasing the numbers of classrooms and infrastructural learning resources would result in greater equity of access and higher quality of education. It is noted that larger infrastructure such as the ministry buildings, the teacher's centres and the main libraries are completed more efficiently than classrooms particularly on Unguja. This may be a reflection of the highly centralized planning for the ZEDP as pointed out in the ZEDP review. However, the **ZEDP II** has more fully considered the changes needed to meet standards on classroom sizes.

Survey results indicate that 54 percent of the surveyed schools (37) noted that the classroom space has improved, while for the other 46 percent, either the space has not improved or due to the large number of students the impact of increasing the space was not sufficient and the classes were still very crowded.

Table 3 Construction Effects on Learning (Sida evaluation survey, July 2017)

| Did the Construction of Classroom Improve the Students Learning? | | |
|--|-----------|--------------|
| | Frequency | Percent |
| Improved | 20 | 54.1 |
| Did not Improve | 3 | 8.1 |
| Stayed the same due to larger school population/ other reasons | 14 | 37.8 |
| Total | 37 | 100.0 |

Clearly the pace of completion of the classrooms is not adequate or prioritized relative to the needed impact, as noted in the previous Sida program from 2002-2007 and continuing up to the present. The current planning and implementation system is therefore not effective enough to support the desired quality of education and learning environment for the ultimate beneficiaries who are the children. (See the Efficiency section for further discussion.)

A **mapping study** which was planned early in the ZEDP implementation period is only taking place now, and this study should help to clarify the extent of the classrooms which were completed across the islands and those still requiring completion, as well as classroom needs.

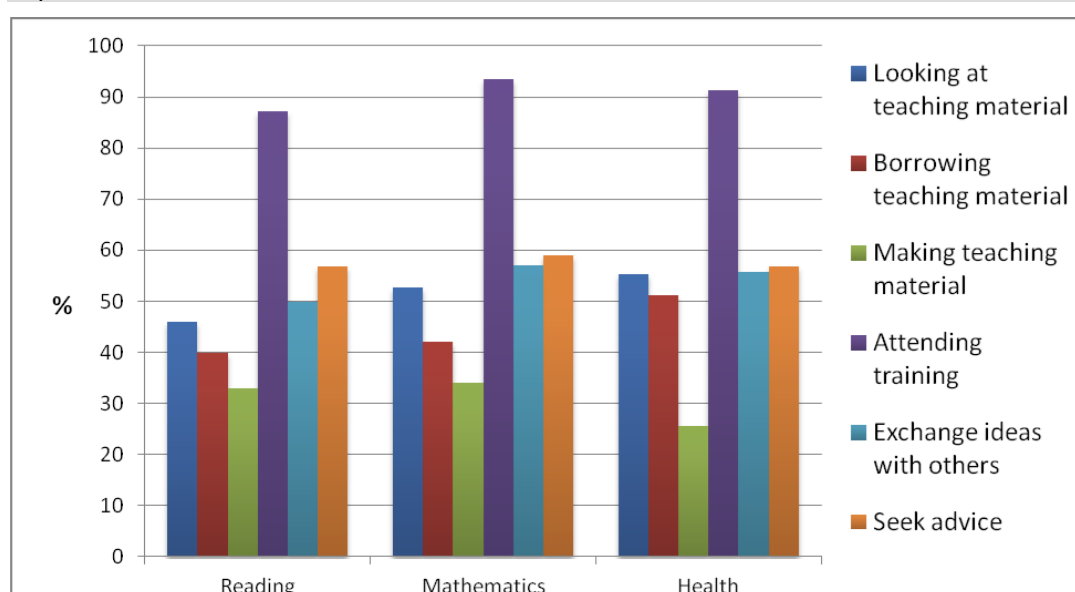
⁴³ Ministry of Education and Vocational Training (2016) *Zanzibar Education Situation Analysis 2015*, Oxford Policy Group

Completion of Teachers Centres and Support for Teaching Resources. During the current phase of assistance, eight Teacher Centres (TCs) were completed and furnished. These were Mkwajuni, Dunga, Bububu, Kiembesamaki and Mwanda (in Unguja) and Wingwi, Mitiulaya and Michakaini (in Pemba) which provided more space for in-service training of teachers from nearly 240 primary schools. Generally the TCs (with teacher contributions) started the construction which was completed by the MoEVT with roofing, plaster and painting and furniture provided.

The TC's function under the Department of Teachers Education to coordinate teachers training and provide technical advice to teachers from pre-primary to secondary schools. Some training is provided at the TC while outside the TC, the schools are organized into sub-clusters for providing training in closer proximity to the teachers. The TC services are mainly funded voluntarily by the teachers themselves outside of their salaries. The funds are generally insufficient to support all needed capacity development. Apart from the funding for salaries (centralized) no specific funding is allocated or distributed to TCs from the Ministry.

The TCs are effectively transferring skills learned in various short term trainings, supported by Sida. For example, training (training of trainers) was provided to approximately 100 teachers on ICT and some trainees are successfully transferring their knowledge to other teachers using TC resources, such as the IT rooms. The computer equipment provided by USAID T21 project is aged but is being kept functional, and internet access is sporadically available using the TC modem. However, the ICT is seriously underfunded given a high demand for more knowledge by teachers and students. The teachers look forward to the time when both teachers and students have access to internet and computer resources every day. There is need to plan dedicated spaces in each school or district, such as an IT resource room.

Figure 3 Reasons for Teachers to Visit Teachers Centres, Zanzibar (SACMEQ IV)



The TCs visited ⁴⁴ have science rooms to prepare teachers to teach science classes, with experimental equipment and anatomical models, however, they receive varying degrees of usage with one TC using the room partly for storage while another was expanding usage to students who lack the space in their schools. The large classrooms for training teachers, supported by Sida, are well utilized for classes every day. The **teachers and staff interviewed** at Teachers Centres indicated that the improvements have made a substantial difference in facilitating teaching capacity. However, the trainings for teachers particularly under the GPE program of support were too short and lacked the needed depth.⁴⁵

Leadership and Management training. Training events generally included trainees from Unguja as well as some trainees from Pemba and consisted of both long term and short term trainings and other forms of capacity building. (see chart above)

Long term training (longer than one month) took place on the Tanzania mainland with several months in Paris structured by the IIEP. Five staff participated for up to a year during this phase of assistance while Sida had supported others for this program and master's degrees in previous phases. High level management has testified that those receiving the long-term training have contributed significantly to the MoEVT effectiveness upon their return.

Short term training – Positive changes were noted by **key informants**, for example, on the registry staff who received training that they were subsequently more professional in their work and kept better track of their materials.

“The long term training is “more advantageous” because those who attend (especially graduate programs, e.g. Masters) come back with real change in their capacity to implement work at the ministry”

“Many short courses (e.g. 1-2 week training courses for ministry staff or teachers) give an introduction, but do not really change people's practices”

Development of the Education Information Management System (EMIS). With regard to the history of the development of the EMIS, the MoEVT collaborated with UNESCO, Dar Es Salaam and the UNESCO Institute of Statistics (UIS), Montreal to put EMIS in place during 2006. The project suffered a number of delays largely through being under-funded but also due to user problems. Sida responded to MoEVT's request for additional funds to overcome the delays and supported the training of head teachers and school statisticians in data collection.⁴⁶

In the current phase, it was planned to extend the EMIS to the secondary level, working with the consultant agency, Agile Learning Company, which over a period

⁴⁴ Teacher's Centers visited by the evaluation team were (2) on Unguja, Bububu Teachers Centre (West A District, Urban West Region); Mkwajuni TC (North A District, North Region) and (2) on Pemba, Chake Chake, Mizingani Teacher's Centres

⁴⁵ Key informant interviews and focus group discussions, Unguja and Pemba, July 2017

⁴⁶ Swedish Support in the Education Sector in Zanzibar 2002-2007, Mike Wort, Suleman Sumra, Paul van Schaik, and Elifuraha Mbasha.

of several years was not able to produce the desired user friendly system. The following issues were noted during this evaluation in accessing EMIS data:

- Absolute numbers on teachers, pupils, schools, and learner results are not available for 2016
- Less than 1,000 schools are reported on
- The latest data entered is from 2015, and in excel rather than a more complex analytical program such as Access
- There is no clarity on the data for pupil/teacher ratios and thus the inequities are not being well tracked
- The SACMEQ (managed by EMIS) is implemented in 2013 but only reported in 2017.
- The EMIS may not be fully capturing school enrolment, and may be off by five to seven percentage points (Education Situation Analysis, page 16)

Although the EMIS is considered to be up and running, problems have plagued the development of EMIS since its inception. One issue noted in the earlier evaluation is that the EMIS data collection is heavily dependent on technical skills. The MoEVT staff reported that the system is not user friendly largely because it requires the operators to have high levels of programming skills and they still have difficulty generating complex reports; accessing the system is still problematic to the present time. In terms of effectiveness, it seems clear that MoEVT management is not able to fully use the system to monitor the data and use it to make decisions, such as for teacher deployment. It is therefore doubtful that other stakeholders can fully utilize the data, or will find flaws in the analysis, thus urgent attention to the system is critical to ongoing planning.

Compared to the EMIS used on mainland Tanzania which tracks 25,000 schools and uploads the annual school census data collected in March by 1st July in the same year, the Zanzibar EMIS is not able to provide critical data analysis to the MoEVT for managing education resources. Data in published statistical abstracts for Zanzibar lacks the substantial details that are readily published through the mainland system, indicating that this level of quality is also possible in Zanzibar.

Capacity Development and movement toward autonomy for the School Inspectors.

The Ministry has given the Office of the Chief Inspector of Schools (OCIS) semi-autonomy to increase its ability to determine the nature of school inspection services and write inspection reports free from the MoEVT's influence. There are approximately 40-45 inspectors, 20-25 on each island (Pemba has 23), the recent re-zoning will mean that there are five zones and the number of inspectors needs to be increased to 15 per zone or 75 in order to place inspectors closer to their subject schools and to carry out the more thorough inspections.

According to **key informants**, the OCIS responds to some degree to demands from development partners and they often use international **standards for school inspection** (e.g. GPE Basic Education Standards). There will be a zonal inspection standard in the future. Sida and other donors are looking for one inspection per school per year; however, with the present number of inspectors, this is clearly impossible.

To fully inspect one school takes almost one entire week of a group of inspectors going to the school every day with checklists and questions and observations of the teaching. There are “short visit” inspections which are more often undertaken that take a day or two, usually on a theme, such as teacher competency in one or more subjects, this is possible yearly, but it can lead to misunderstanding that the entire school has been inspected.

The support provided by Sida (see chart above, training, furnishing, vehicles, etc.) has clearly contributed to stronger more impartial inspections. Inspectors are expected to come into their jobs with the needed expertise however, they need training to perform a high quality inspection. The government does not provide funds for training of inspectors, so donor funds are generally used. Inspector training has resulted in greater confidence on the part of inspectors for data collection in the schools, they are doing a better job to structure the inspection and correctly describe the deficiency in more detail and the impact of the inspection is improved. There is a “Code of Conduct” in conducting school inspection and this has improved confidentiality.

Library services support. The main libraries in both Zanzibar and Chake Chake (with Sida funds on Pemba and maybe also Zanzibar) were completed and operate on an open door policy six days a week. The greatest numbers of users come from ages 4-9 years of age but mainly in the urban areas. In all there is a shortage of users.

Key informants mention that for the benefits that libraries can provide, the funding is totally insufficient. There is limited awareness of the benefits of the library services in more remote places. The main challenges are availability of books, the distance and the transport. Two mobile libraries were planned in this phase of the GPE and were modelled on the mobile library systems used in Kenya, however, issues arose over the specifications of the buses. A **Zanzibar Library Policy** and library management information system are both lacking. There are only draft standards for libraries, which was drafted by a GPE consultant. There are insufficient awareness campaigns which may increase the demand for the mobile libraries.

Sida funded the completion of the schools’ and Teacher Centre libraries. Currently there are only 200 libraries for 400 schools and each school should have access to a library and a librarian. The Library Services conducts an annual survey on the portion of the libraries available to schools and identified the challenges. Through the Swedish Education Support program, training was provided for improvement of the reading culture of 1000 primary school pupils (600 in Unguja and 400 in Pemba). The GPE has contributed enough for the purchase of textbooks (increasing from 35 to 140 primaries – check figures) and this has significantly boosted the usage of books.

The **ZEDP II** operational plan notes plans and funding estimates for improvement and expansion of school libraries.

3.3 EFFICIENCY

Was the classroom building cost efficient by local standards and those agreed upon by the MoEVT?

Was the classroom building carried out in respect of standards for environmental sustainability?

The Sector Support program was delayed and hence extended 4 times, what has been the cause of the delays? What can be learned?

Were the program's resources managed in a transparent and accountable manner?

How flexible was the program in adapting to changing needs?

How did the program co-ordinate with other similar interventions to encourage synergy and avoid overlaps?

What are key informants' perceptions regarding the operational effectiveness of the MoEVT in implementing the program?

The Swedish Education Support (Sida) program aimed to expand access to education such that quality primary education is accessed by 'all' children of six years of age, as planned through the Zanzibar Education Policy (2006), MKUZA II (2010), and the Education Sector Plan through the ZEDP (2008/09 to 2015/16). The key components to expand access included: (i) improvements to school infrastructure and environment primarily through classroom building to increase space for learning; and, (ii) supporting school/teachers' centres and library facilities mainly through provision of furniture, construction and textbooks. In relation to expansion of access, an objective was to *strengthen the MoEVT capacity to carry out its supervising role of construction works and building maintenance*.

Was the classroom building cost efficient by local standards and those agreed upon by the MoEVT?

The use of local materials and local artisans are key for optimizing the value, thus contributing to cost effectiveness. Using estimates from the construction process, it costs approximately 14,000,000 Tanzania shillings (USD \$6,000) to finish one classroom after the community has built the foundation and the walls up to the ring beam. Community-sponsored construction is possible with the use of local artisans, some of whom were trained with Sida funds to respect the standards used by the MoEVT. If external contractors were to be used, the costs are likely to increase by 80%.

The process for hiring the local artisans, involves normal procedures of procurements, where the three quotations are needed per each project. The payments for services and materials are made with the submission of required outputs as per the agreement between the Ministry and the artisans. **Key informants** mentioned that local artisans who participated in the training, performed better in submitting quotes which included reasonable costs for the expected quality based on the standards used by the

MoEVT, than those who did not have training. Further, the trained artisans may reduce the typical problems with destabilized foundations and wall cracking which may eventually render the classroom unusable.

Importantly, because most of the classrooms are started by the communities, the **community ownership** increases the responsibility of parents to monitor their investment, contributing further to cost efficiency. In view of **equity concerns**, alternative mechanisms for financing the classrooms are needed to supplement the community contribution where the poorest and most vulnerable cannot fund the construction. This will be particularly strategic in the future, where emphasis is on building multi-storey buildings to respond to the shortage of space.

According to **key informants**, cost efficiency is weak due to:

- Lack of continuous monitoring of the classroom conditions during and after construction, due to very limited MoEVT construction staff.
- Lack of durability of some construction materials for the intended uses, for example, the Teacher's Centre floors are not strong enough using only cement.
- The standards of space per classroom for 45 students do not match the reality of large classes (90+ students per classroom in some districts).
- Lack of routine maintenance to prevent further damages and loss of the classrooms.

Construction monitoring by the MoEVT. The MoEVT produced a manual with UNICEF support on standards for classroom building and toilet block construction. (date) *To meet the standards set out in this manual requires skilled artisans as well as enforcement of the procedures.* The training for local artisans under the Swedish support based on these standards is a positive step, but training was limited to only 60 artisans on both islands. Where the absence of enforcement is experienced as in some cases, it has led to incidence of low quality of classrooms built.

To promote cost efficiency of classroom building, the geomorphology and weather conditions should be factored into the designs and materials. **Key informants and focus group discussions** have noted some cases of building schools in unsuitable conditions such as areas vulnerable to waterlogging. During the rainy season in Pemba in 2017, some school structures were affected by landslides and toilets in particular were damaged. In order to ensure adherence to Ministry standards, the MoEVT would need to monitor the construction and provide technical advice, to avoid damage and loss of school properties. However, the attention to monitoring has not been sufficient. While the **ZEDP II** has promoted classroom building, it is unclear whether sufficient maintenance has been planned and supported.

Cost efficiency may be affected by the characteristics of the building materials. For example, MoEVT has chosen to use grade 28 tin roofing which is stronger, however, its strength depends on high iron content. During transport from the mainland in dhows, the material comes into contact with salt water and begins to rust, and the losses can be significant. Some **key informants** estimate that 25% of school roofs in Pemba are rusty and subject to developing leaks likely as a result of the salt water

contact. Several schools were closed due to leaky roofs in the past rainy season. Currently, there is no solution available such as coating the roofing materials.

Table 4 Construction Issues in Schools (Sida evaluation survey, July 2017)

| School/TUTU centre key environmental/facility problems observed | Examples of schools |
|---|---|
| Poor floor condition, cracks, holes or dust | Wesha Primary, Tumbe Primary, Kihinani Primary |
| Walls are either not painted or are rusted, and or have cracks, not strong enough | Mzingani Primary, Kengeja Primary, Tumbe Primary, Kihinani Primary |
| School furniture are either not available, or not adequate students sit on the floor | Pangatupu Tutu Centre and Primary; Kengeja Primary, Kinyasini Primary |
| Buildings were not strongly constructed or are too old thus need renovation | Pangatupu Primary, Dodeani |
| The location of the buildings not conducive for school construction | Kipapo Pre-primary/Tutu Center |
| The ceiling is very low, ventilation and light are poor | Mteng'ombe Tutu centre |
| Overcrowded classes or TUTU centres | Kiwani Sokoni Tutu, Pale Primary, Shumba Primary, Kinyasini Primary |
| Critical situation for students with disability such as physical barriers to use school environment | Bwereu Primary |
| Toilets are either not available or are not adequate | Changawe Tutu, Kitope Secondary, |
| Water is either not available or not adequate at all | Changawe Tutu, Mgenihaji Primary, Upenja Secondary |
| The roof are rusted or leaking and need replacement | Michakaini Primary, |
| The outside environment for school not sufficiently clean for safety of children | Michakaini Primary, Dodeani Primary, |
| No library or counselling room and hall | Konde, Kandwi Primary, Magogoni |

A cost-efficient building process entails having in place standards which match reality. The pupil classroom ratio (PCR) rate followed by engineers as a matter of standard construction is 1 classroom for 45 students that houses 15 three seater desks. This can conflict with the actual number of students who use the classroom, which may range upwards of 60 to 120 students at a time. Thus the prescribed size of classrooms really does not match with the actual numbers and are unrealistic for the present and the foreseeable future.

Even though the average PCR has improved to 65, the incidents where the classes are over hundred students are commonplace in Zanzibar and particularly in West A and West B districts. When so many children are crowded into the classroom, the furniture will take up too much of the needed floor sitting space. The investments in education follow the logic of furniture provision that is customary in developed countries but not always practical in some classrooms in Zanzibar.

The sustainability of construction inputs is critical to efficiency. *The Swedish Support in the Education Sector Evaluation 2002-2007* put in place guidelines to assist in maintenance of the buildings in 2004, however, the use of this manual is very limited and also very complex according to the previous evaluation. The teachers who are in charge of maintenance do not have proper training or the time, thus the culture of maintenance and care is not really practiced.

Was the classroom building carried out in respect of standards for environmental sustainability?

In order to expand access of education, assessments should determine the extent to which the classrooms and school operation are environmentally sound, and whether the environment is detrimental to or promotes learning. Critical aspects would include waste management, ventilation and light, safe playgrounds and water and sanitation that helps reduce the spread of disease.

A recent World Bank assessment of school safety considers Zanzibar integration of health and sustainability measures at "*emerging level*".⁴⁷ Zanzibar does not have a systematic mechanism for monitoring the quality of school environments. The Environmental Management Act (2015) does not require an environmental assessment for school construction, which tend to be classified as "small projects" where the regulations imposed on large construction do not apply. The application of this law is especially limited in regard to community initiated schools with a few classrooms. However, drawing from the SWASH 2012-2017 program on the Tanzania mainland, the Zanzibar Environmental Management Authority (ZEMA) could play similar role played by National Environment Management Council (NEMC) of developing environmental and social management framework (ESMF) for schools to help them adhere to environmental safeguards.

Although standards governing environmental construction of schools are not well articulated, the school construction guidelines (2004) incorporate some aspects such as need for adequate toilets and site locations determined with the Commission for Lands. However, communities may proceed to build the schools without prior consultation and ensuring the needed inspections, leading to common problems such as floor destabilization and cracking on the walls. The survey found that MoEVT inspections are rarely conducted unless directed by the MoEVT management. Only about 4% of schools surveyed have received inspection visits in 2016 while 34 schools did not recall any visits.⁴⁸

The Construction Unit uses a standard 10 toilet block construction design with one having disabled access. A number of them were built with UNICEF assistance however, there is a long way to go to reach national standards of 40 students per toilet at each school. The school toilets have been neglected in terms of planning and usually only initiated after schools are built, often in a disjointed manner from various

⁴⁷ Systems Approach for Better Education Results (SABER) Country Report, 2015, World Bank Group.

⁴⁸ Sida evaluation survey July 2017 conducted by DPC

funding sources and not matched to the needs of the schools. Some parents and communities do not view clean toilets as critical for schools, implying low awareness of hygiene and sanitation standards. Further some schools with double shifts, such as Magogoni on Unguja suffer from lack of sufficient and reliable access to water; partly due to delays on the part of the Zanzibar Water Authority (ZAWA) to bring water into the schools.

Table 5 Ranking of Environmental Concerns (Sida evaluation survey, 2017)

| Critical concerns for the schools | Number of responses |
|--|---------------------|
| Not enough space in classroom, caused congestion and discomfort | 14 |
| Not reliable clean water, no clean water | 10 |
| No library | 11 |
| Desks are not enough, students sit on floor | 22 |
| No pit latrines to accommodate girls, especially during menstrual period | 6 |
| No hand washing facility, no soap | 5 |
| No female teacher in the school | 1 |
| Toilets are not enough, or not available at all | 12 |
| No playing ground in the school, or the school environment around is not clean | 9 |
| Toilets do not have locks | 9 |
| No laboratory equipment or lab room | 5 |
| No counselling room for girls concerns | 3 |

Some key issues affecting the quality of education clearly relate to the school environment, and they have repercussions on **equity of access and gender-related concerns**. These include lack of access for disabled students, no locks on toilets, and lack of clean toilets and privacy for girls during their menstrual periods. The evaluation survey indicates that the teachers thought that the lack of toilets (56.8%) and toilets which do not have locks (45.9%) affects more girls than boys in terms of learning. Further the basic needs for water, fresh air and light may not be met in the school environment.

The Sector Support program was delayed and hence extended 4 times, what has been the cause of the delays? What can be learned?

The program experienced a number of delays and 5 amendments to the original framework agreement were issued. **Key informants** cite the main reason as the delay experienced in the development of the EMIS, which is a critical mechanism for monitoring of the education system. In the current phase of assistance, EMIS was meant to be extended to cover the secondary schools, when there were still issues of functionality with the system as a whole from its inception in the previous phase of funding, as described above.

The Agile Learning Company, contracted by USAID with Sida funding through the MoEVT, was responsible for development of EMIS for secondary schools and had already developed EMIS at the primary, district, TC and Ministry level under the TZ 21 project. However, the MoEVT and Agile Learning failed to reach an agreement

on the time of implementation, the approach and the cost. The initial plan for implementing the school-based EMIS over a period of two years was estimated at US \$2 million, however, the MoEVT chose a second approach to run the Secondary EMIS at TC Level for US \$1 million over a period of three years. It was anticipated that the Secondary EMIS would be in place by October 2013, but the deadline was later set to July 2014.

The progress report on Sida assistance of 2014 indicates the Ministry was still not satisfied with the working progress of the Agile Learning Company which had submitted the payment request of USD 102,000 to the Ministry for the development of system prototype without handing over the prototype itself. It also failed to submit the breakdown cost of this amount (USD 102,000) when asked to do so. The Ministry decided to stop working with Agile on development of secondary school EMIS and instead look for another consultant to support this exercise, and also needed to reallocate US\$700,000 for new activities which delayed implementation. Subsequently, MoEVT staff undertook training to expand their capacity to operate the system.

Management of program's resources. The document review indicates that **three** audits (2013, 2014, 2015) were conducted of the Swedish Education Support (2010-2017), four planning and progress reports were issued by the MoEVT (2010-2011 and 2012-2013 (prioritized components) 2012-2013, 2014-2015 and work plan for 2016) and several review meetings with Sida took place (2012, 2014, 2015). The audit report in 2013 made a number of recommendations concerning irregularities on stock keeping, inventory control, and accounting, out of which 9 of 13 recommendations were fully implemented. Trainings took place with Sida funds on these topics with the relevant staff. The audit reports of 2014, and 2015 conducted by a different company reported more satisfactory outputs, thus the auditing served as a means to promote efficiency of fund usage.

However, critically, there was no interim evaluation conducted by Sida or the MoEVT which would have served to guide the program toward greater efficiency and effectiveness. It is noted that Sida does not normally program a mid-term evaluation during a three year program. Although a number of studies were conducted by the MoEVT regarding the education system, they did not specifically monitor Sida funding.

Sweden resumed its engagement in development cooperation with the Government of Zanzibar in 2002 and this phase was eventually completed in 2009. In this arrangement, agreements were also amended several times to provide 'bridging support' that has also included policy support, enhancing competencies in MoEVT and the continuous support to the development of a full education sector programme the Zanzibar Education Development Programme (ZEDP) including finalisation of EMIS. This arrangement with amendments bears resemblance to the status of the 2010-2017 program for many of the same reasons, particularly delays in completing the planned interventions.

Sida support has been and continues to be characterised as demand driven responding to the needs of MoEVT in a flexible way. However, as mentioned in the review of the ZEDP, the MoEVT is not able to utilize all of the allocated funds within the

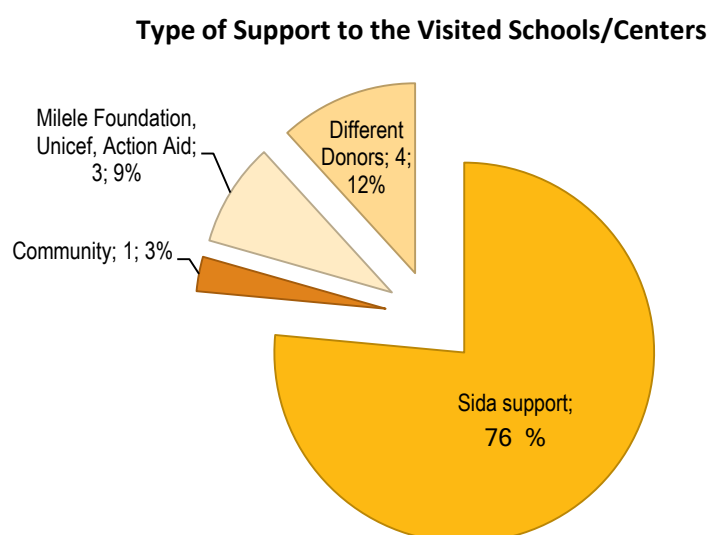
stipulated time frame and implement interventions according to overambitious plans, thus realistic planning is critical and in view of the capacities to achieve outputs in Zanzibar.

According to the ZEDP II, the MoEVT will strengthen its financial management capacity in order to: a) better prepare, monitor and execute budgets; b) have the capacity to analyse programmes through a value for money and cost efficiency lens; c) provide convincing data to Ministry of Finance (MoF) on programme needs and benefits; e) increase public-private partnership arrangements; f) assure best and timely use of development partner funding; and g) support efforts to reduce inequality and increase equity and inclusion across the system.

Coordination with other interventions. The MoEVT has several main supporters among international agencies, including the World Bank which is about to support a large capacity development program, the Milele Foundation, USAID and UNICEF. The MoEVT with Sida support has put forth considerable effort to coordinate resources and bring the sector plan forward. It is noted that the planning cycles among the donors and agencies may differ which may create challenges in coordination.

There are indications that stronger coordination between MoEVT and other assistance agencies would contribute to efficiency and effectiveness, in particular with UNICEF and its ministry partners on Zanzibar to strengthen the school environments, particularly WASH. According to **key informants**, the issue of fragmented donor initiatives is a significant one with multiple demands on the time of the MoEVT and less synergy than possible to address the constraints with one voice.⁴⁹

Figure 4 Donors supporting construction (Sida evaluation survey, July 2017)



⁴⁹ Key informant interviews, Unguja and Pemba, July 2017

The ZEDP review (2016) mentions fund raising from government sources as a constraint, however a number of **key informants** and some documentation consider the government contribution to education to be acceptable. The MoEVT is pursuing a number of options for increasing the numbers of donors, and urging them to pool their funds. This was tried before and Sida was the only donor agreeing to pool funds as noted in the previous evaluation (2002-2007).⁵⁰ Other means of fund raising include taxing the ferry to the mainland by 1,000 Tsh for each boat ticket sold, most of which goes to a furniture fund. The Ministry of Finance has not yet decided on the allocation of these funds. Discussions have been held with hoteliers regarding their contribution to education.

The MoEVT works with a High Level Funding Committee which includes both government and the private sector. This committee has pledged to raise funds for classroom completion which are constructed by the community to roof height. The President of the country would like this to be delivered by next year. There has been mention of “eco” toilets that may be supported by the Chinese government and South Korean NGOs are helping to build schools. OPEC is developing schools in one of the districts.⁵¹

According to the **ZEDP II**, several mechanisms will monitor the progress and promote communication with stakeholders. The Zanzibar *Education Sector Committee (ZESC)* plays an advisory role in relationship to policy, implementation and monitoring. It has an important coordination and information sharing function in that it brings together the education stakeholders who are operating in the sector (government, development partners, United Nations agencies, NGOs, CSOs, and FBOs) and helps to ensure that there is coherence and complementarity. Members of ZESC meet quarterly.

The ZESC will:

- help ensure that education sector plans are aligned with government policy;
- identify needs for technical and financial resources to support education programmes across the sector;
- review programme targets annually to assess progress and advise on priorities and targets for the following year;
- review policy and programmatic recommendations from Technical Working Groups and provide guidance to the top management at the ministry for decision making and strategizing; and
- collect and communicate education information among education stakeholders.

⁵⁰ Swedish Support in the Education Sector in Zanzibar 2002-2007, Mike Wort, Suleman Sumra, Paul van Schaik, and Elifuraha Mbasha.

⁵¹ Key informant interview, Unguja, July 2017

In addition three high-level **Technical Task Teams (TTTs)** have the following tasks:

1. Quality: Curriculum, teachers professional development, inspectorate
2. Assessment, learning outcomes and monitoring and evaluation
3. Institutional change, leadership, management and professional development and education financing (Chair: DPS Planning and Administration)

The TTT have been established to support the implementation and monitoring of areas where there is considerable **synergy to be gained from departments and agencies working together**. While the TWG will have the role of informing the ZESC quarterly meetings of progress and challenges and implementing the decisions reached by the ZESC their primary role is to be the operational hub for technical staff of different departments driving forward the education programmes.

3.4 IMPACT

What has worked and what has not?

What are the intended and unintended, positive and negative, effects on teachers, students, MoEVT and/or other non-targeted communities arising from the program interventions?

Did the program take timely measures to mitigate the unplanned negative impacts? What was the result?

The Swedish Education Support program, together with the Global Partnership for Education (GPE) program, has contributed significantly to gains made in the education sector over the implementation period of the ZEDP (2008/09- 2015/2016).

The Swedish Education Support program was strongly aligned with the ZEDP plans as well as mechanisms to monitor the progress. The results of the ZEDP most closely related to Sida support are shown on the charts below.

While there were no specific negative impacts related to the program interventions, it could be said that greater impact was aspired to in the ZEDP planning. Planning did not fully address all of the influencing factors that determine the quality of education and learning, and opportunities to address them could have been better utilized, although this was a recommendation from the previous Sida evaluation.

Other constraints were the need for much stronger monitoring of progress toward the planned outcomes. According to the ZEDP review, the ZEDP (2008/09-2015/16) was judged to be over ambitious and lacked a clear mechanism for review and prioritization. (Of 103 initial targets, 38 were fully achieved and 27 partially

achieved, leaving 38 targets not implemented at all.)⁵² (Some impacts have been diffused by the influx of students following the free education policy.) It is noted that there was a division of areas of support between the Development Partners (DP).

Overall, a major constraint to achieving greater impact included the insufficient funding from all combined sources. Potential solutions to many issues were met with funding constraints. The ZEDP financial data indicates a significant financing gap averaging 35% from 2007/08 (to 2015) of the total financial requirements. This left a significant number of the activities and outputs unaccomplished. With only below 60% (on average) of the projected funds disbursed, the realised outputs (i.e. 60-70% of the planned) more than justify the resources invested.⁵³

The Education Situation Analysis (2016) identified a number of successes in Zanzibar's education sector: expanding access at primary level; making rapid strides in access to pre-primary; providing in-service support to teachers through TCs; having a high proportion of qualified teachers; and coordinating efforts to raise teacher qualifications at pre-primary.

However, significant challenges remain: the effect of income, geography and to some extent gender on access to education and learning; the low levels of learning at primary and ordinary secondary levels; the validity of the examination system; the shortage of classrooms affecting teacher utilisation and class sizes; the opaque and inefficient teacher deployment; the limited demand for vocational training courses; the inadequate supervision of private providers of training; and the sustainability of financing for student loans. The ZEDP II has picked up the strategic directions of the previous plan and has built upon the findings of the studies during the ZEDP 1.

Effects for Students (Access, learning, environment): There were mixed results in reaching targets from ZEDP I.

Table 6 Effects for Students, ZEDP targets vs actual performance

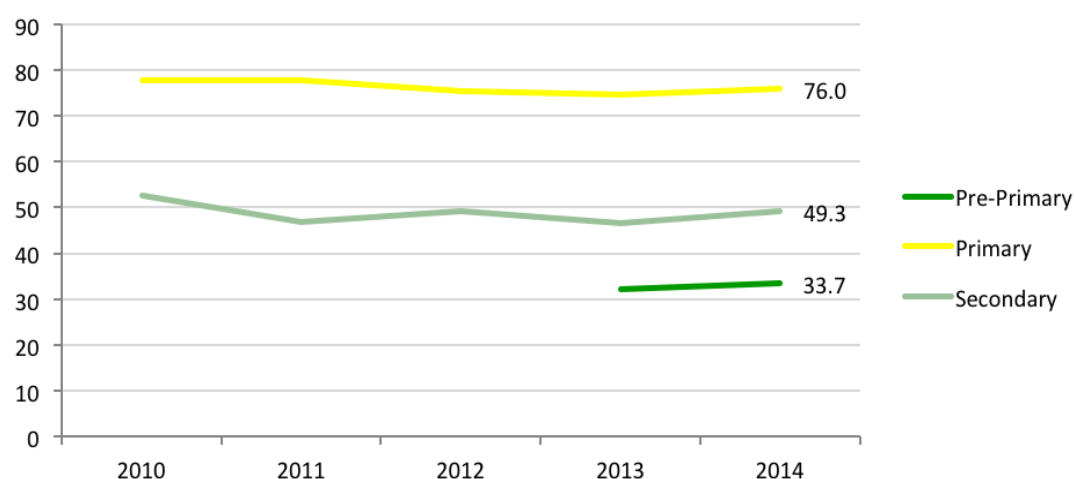
| ZEDP Target | Actual Performance |
|--|--|
| Access | |
| Pre-primary net enrolment - NER of 70% by 2016 with 30% pre-primary age children enrolled in public pre-schools and 40% in private pre-primary school. | NER of 50% achieved by 2015 - with 2/3 of them in private pre-primary schools. (GER, ESA, 2016), |
| Primary enrolment - NER of 90% by 2016 with NER for Standard 1 pupils at 100%. | NER of 90% by 2015 (Table 3) |
| Learning | |
| Per cent of pupils who have mastered nationally defined basic learning competencies (SACMEQ): | 34% (SAQMEC IV – 2015) At the primary level, learning achievement appears to |

⁵² Data on impact comes from these Ministry of Education and Vocational Training sources: - (2016) *Review of the Zanzibar Education Development Programme (ZEDP) 2008/2009-2015/2016*; (2016) *Zanzibar Education Situation Analysis 2015*, Oxford Policy Group; (2015) *Education Statistical Abstract 2014*; UNESCO (July 2014) *Education for All Assessment, 2001-2013*; *SAQMEC IV Report (2015), Zanzibar, May 2016*

⁵³ Ministry of Education and Vocational Training, *Review of the Zanzibar Education Development Programme (ZEDP) 2008/2009-2015/2016*

| ZEDP Target | Actual Performance |
|---|---|
| 100% | have declined gradually over the past six years (ESA, 2016) At the ordinary secondary level, average scores in the Form 2 examination are low and vary widely by subject (ESA, 2016) |
| Environment | |
| Pupil to classroom ratio - 40:1 at primary and secondary education levels # of classrooms: Primary (5,760), secondary (1,767) | There is an acute shortage of primary classrooms/47 students per class on average, and 39% of classrooms are used for double-shifts (ESA, 2016) |
| 3 pupils per 3 sitter desk, 2 pupils per 2 sitter desk and single sitter desk | 57.3% of schools nationally have sitting and writing places for pupils, and this percentage has decreased since SACMEQ III (SAQMEC IV - 2015 – 2013 data) |
| Pupil-textbook ratio is 1:1 at both secondary and primary levels | |

Figure 5 Pupil classroom ratio (Education Statistical Abstract, 2014)



Factors affecting achievement of impact: The school environment that most affects students' learning is still at an unacceptable condition in some schools, particularly the rural areas and in urban schools in heavy usage areas. Situations include insufficient teacher pupil ratio, teachers without the needed skills, insufficient numbers of teachers, below standard classroom/student ratios, insufficient desks, inadequate WASH facilities and insufficient nutrition, among others.

Key informants point to weak child centeredness in planning and implementation and return to focus on the whole child would be warranted. There is inadequate understanding of the student and child's perspective, rather focus tends to be on the academic achievement expected from an international, central or top down perspective.⁵⁴

⁵⁴ Key informant interviews, Unguja and Pemba July 2017

*Effects for Teachers (Skills, environment)***Table 7 Effects for Teachers (skills, environment), ZEDP targets vs actual performance**

| ZEDP Target | Actual Performance |
|---|--|
| Increased percentage of qualified teachers at all levels of education to 100% by 2015 | 96% considered qualified but low levels of capacity to teach math and science and other difficult topics and English |
| System for recruitment and deployment to ensure that qualified teachers are equitably distributed across Zanzibar | Salary increases implemented, incentive package includes transport money |
| Develop incentive package for teachers working in areas with recruitment problems | Very few houses are provided, but teachers generally prefer to go home to their families |

One cause of poor student performance is the poor teaching of science subjects in particular. One solution may be to intensify the efforts to produce good science teachers. (Sida funding supported the report on the study to identify arts subject teachers with the potential of teaching science at secondary level so as to upgrade and convert them to full science teachers – MoEVT 2015.) A second problem is poor English language skills on the part of both teachers and students. Thirdly, the teaching tends to be slow and some teachers cannot complete the syllabus.⁵⁵

The main issues that affect teacher effectiveness and impact are both motivational and environmental. They include low levels of salary, location of the posting and the teaching environment. Teachers must contribute from these salaries to their capacity development through contributions to the Teachers' Centres.⁵⁶

According to **key informants**, in locations of the most vulnerable schools, notably the rural areas, islands and crowded urban schools, teachers face constraints to transport and transport options may not be feasible or affordable. While a number of solutions have been proposed to alleviate the transport issues, some did not work out, such as group transport.

Mitigation measures –The MoEVT has tried to mitigate the hardships that teachers face. Teachers received a salary increase in 2017. For example, the MoEVT in Pemba, according to **key informants and focus group discussions** has been working to make teachers more satisfied particularly those teaching in rural areas. Teachers in some remote areas or islets were provided with houses in which to live while they were teaching in close proximity to the schools. However, teachers preferred to travel to see their families whenever possible and in some cases they went to their homes every night regardless of the distance.

⁵⁵ Ministry of Education and Vocational Training (2016) *Zanzibar Education Situation Analysis 2015*, Oxford Policy Group and Key informant interviews, Unguja and Pemba July 2017

⁵⁶ Ministry of Education and Vocational Training (2014) *Education for All Assessment, 2001-2013*

*Effects on the Education System Capacity - MoEVT***Table 8 Effects on the Education System Capacity, ZEDP targets vs actual performance**

| ZEDP Target | Actual Performance |
|--|---|
| Strengthened MoEVT capacity to do needs assessment for policy adjustment, based on widely accepted quality planning tools. | Strengthened, SAQMEC IV produced |
| Strengthened MoEVT capacity to develop and implement policies and programs, based on these needs assessments. | Improvement still needed in planning and preparation for policy directives – to realistically prepare for the eventualities, the financing needs, and the implementation modalities, and to manage communication with other stakeholders. (ESA, 2016) |
| Strengthened MoEVT capacity to monitor conditions and results at the school level; plan and implement changes to improve conditions and results at the school level, in particular by developing and utilizing management resources at the district and school levels. | Improving but limited capacity to convert high-level strategies into implementation plans, with adequate resources and monitoring and evaluation systems (ZEDP review and ESA, 2016) Disbursement rates very low in Pemba – 35% Head masters serve as the first line of inspection |
| Increased number of school inspections | Increased proximity of inspectors to schools; A total of 342 schools were inspected in 2013/14 compared to 190 schools in 2012/13; An additional 30-35 inspectors are needed to make 15 per zone to increase the rate of basic (complete school) inspections |
| Increased autonomy of the Office of the Chief Inspector of Schools | Remains semi-autonomous due to the legislation on autonomy which is still not passed |

The MoEVT central departments and units cover all key education subsectors and issues, and the autonomous agencies replicate those in well-functioning systems. Many of the agencies have clearly defined functions and staff but very limited other resources to perform their functions. This creates stasis and can have little positive impact on pupil learning. At the central MoEVT level, most staff lack job descriptions, and there has been limited revision of roles and responsibilities to meet the needs of the 2006 Education Policy.⁵⁷ **Key informants** point to weak motivation in some cases among ministry staff where they do not perform their jobs with the efficiency needed to address immediate demands.

Impact of strengthening the Office of the Chief Inspector of Schools. A key aspect of the inspection process which may affect impact is the lack of strong connectivity among inspectors, Teachers' Centres (TCs) coordinators, subject advisors and DEOs to improving learning and teaching. Mechanisms are poor to ensure meaningful inter-exchange and mutual learning. For example, subject advisors may offer different advice from that of inspectors and inspectors' reports. Furthermore, the TCs reported they cannot follow up on inspection reports because

⁵⁷ Ministry of Education and Vocational Training (2016) *Zanzibar Education Situation Analysis 2015*, Oxford Policy Group

the reports are too general and highly aggregated – the reports do not inform the TC advisors of which teachers need support on which areas.⁵⁸

Impact on Equity

Table 9 Impact on Equity, ZEDP targets vs actual performance

| ZEDP Target | Actual Performance |
|--|---|
| Reduce illiteracy among children with special needs and other vulnerable and marginalized groups, by increasing their access to quality education. | Access has increased according to key informants but no study data is available |

There is considerable inequality at all levels of education: in learning achievement, in access to education, and in resourcing of education. There are large geographical differences in examination performance, capacity and take-up of education, and exclusion from school. Children of primary- and secondary-age are much more likely to be out of school if they live in a rural area.

Household poverty is the factor most strongly associated with primary- and secondary-age children being out of school. For example, boys who live in the poorest fifth of households have a 43% chance of not being in primary school. The recent policy of abolishing voluntary parental contributions for pre-primary and primary students is a positive step, and should reduce barriers for poor families.

Children with disabilities have considerably higher rates of school exclusion than average, and it is likely that there are other groups of marginalised children that are not visible in the statistics available. Among the barriers facing children with special educational needs are a lack of appropriate physical infrastructure and shortages of teaching and learning materials. The scale of the problem is not clear, and it would be useful to have more systematic data on material needs and current provision in order to prioritise resources to meet inclusive education goals.⁵⁹

Key informants and focus group discussions particularly with teachers indicate that in some schools, inclusive education is working to draw in the disabled children whereas they were hidden before and teacher accountability to them is increasing. Some teachers are trained to assess the disabilities. While some braille equipment is available, sign language to help the deaf children is generally lacking.

Impact on Gender Equality.

Table 10 Impact on gender equality, ZEDP targets vs actual performance

| ZEDP Target | Actual Performance |
|--|---|
| Strengthen MoEVT capacity to implement and monitor effectively programmes that promote girls' education. | ZEDP review captures the gender related and gender disaggregated data collected from 2013 to 2015 |

⁵⁸ TCs, Subject Advisors and DEOs interviews, July 2017

⁵⁹ Ministry of Education and Vocational Training (2016) *Zanzibar Education Situation Analysis 2015*, Oxford Policy Group

| ZEDP Target | Actual Performance |
|--|---|
| Proportion of girls joining ordinary (75%) and advanced levels – (50%) | (Educational Statistical Abstract 2015-16 p. 6) O level NER for O level 51% for females; 41% for males A level data is not disaggregated by gender in the abstract but Tertiary education is: In 2010 females were 43%, males 57% In 2013 females were 55% and males 45% In 2015 females were 60% and males 40% In 2015-16 Vocational and Technical education were the only sectors with higher male enrolment than female. |
| Survival rates to Grade 5 – 100% for both sexes | 80% in 2012-2013 (EMIS) (Total) down from a high of 93% in 2010 |

Gender disparities are evident in learning outcomes and in rates of exclusion from school, but the picture is inconsistent. Boys of primary age are far more likely to be excluded from school than girls, putting them at greater risk of over-age entry or of never entering school. Girls also outnumber boys in secondary schools in all districts.⁶⁰ The proportion of girls joining ordinary and advanced levels is an indicator for measuring school learning outcome for girls. The national target is for 75% of girls to join ordinary level of secondary school and 50% join advanced level. By 2015-16, the achievement was 51% for females in O levels.

The ZEDP aimed to reach survival rates of 100% to grade 5 by 2015. Survival rates to Standard V showed fluctuation by years with the least being in 2002 of 79.0% and the highest in 2010 of 97.8%. In almost all the years, boys show higher survival rates than girls. This could be attributed to early marriages and teenage pregnancies. However, in recent years, the trend has changed in favour of girls, which is a result of the various campaigns against child violence conducted by the Government and other stakeholders.⁶¹ The **ZEDP II** is placing a high priority on determining the factors which lead to gender disparity and has programmed in projections for funding studies.

⁶⁰ Ibid.

⁶¹ Ministry of Education and Vocational Training, *Review of the Zanzibar Education Development Programme (ZEDP) 2008/2009-2015/2016*

3.5 SUSTAINABILITY

Has the Education Support program been effective in bringing about lasting change?

Has the program resulted in the leveraging of knowledge and interventions to ensure sustainable impact?

How far was the program embedded in local and institutional structures?

What are the key informants' perceptions of the effects of the capacity building upon the MoEVT's capacity to deliver the programs' benefits and services? What are the strengths and challenges?

Leveraging of knowledge and interventions. The education system has been the focus of a number of comprehensive studies in the past five years, such as Southern East African Consortium for Monitoring Education Quality (SACMEQ) IV, the Education Statistical Abstract (ESA), Education for All study, the Education Situation Analysis, the ZEDP review, and the development of the ZEDP II. The problems in the education system have been clearly identified but the causal factors and the solutions are not always clear.

Studies⁶² and data have demonstrated that the education system is setting forth considerable effort but does not have adequate capacity to meet standards being set by the government and the international community, and it is falling further behind as the pace of global knowledge accumulation is accelerating and recognition of the value of education is growing in Zanzibar. It is noted that issues of sustainability are not specifically addressed in a number of the studies and plans, nor how sustainability will be ensured.

Key informants, particularly teachers, note that slow progress toward realizing global standards is a common problem in many countries, thus, it is clear that innovative solutions are needed possibly with less reliance on traditional forms of classroom based education when the requirements for teachers, classrooms, furniture and a clean environment are difficult to achieve. The use of radios for pre-primary and primary education, including Sida commitment to the Tutu centres development, and distance learning have been some innovations, however, their development is somewhat imposed by external forces and relies on ability of the MoEVT to continue to fund computers, modems, and radios which may not be possible given the budget

⁶² Ministry of Education and Vocational Training: Report on the Study of Management of Entrants to Teacher Training, Teacher Requirements, Recruitment and Deployment Trends and Teacher Working Conditions in Zanzibar (2013); Southern East African Consortium for Monitoring Education Quality (SAQMEC IV, 2015); Education for All Assessment (2014); Educational Statistical Abstract (2014); Zanzibar Education Situation Analysis (2015)

constraints. There are also “free” options that teachers have tried such as gallery walk and jigsaw techniques that may be more sustainable.⁶³

Without access to computers and data storage such as tablets, children are limited as to the degree of interactive learning possible and exposure to new ideas and cultures. Innovations are being piloted by ministries of education in other countries on targeting the teacher include using androids that support interactive curricula trainings and assessment. These can be used both on and offline so are not internet dependent but will monitor teacher activities and quizzes on subject content remotely and then upload the information centrally when the android comes into a Wi-Fi zone. This is ideal for upgrading teacher subject knowledge and monitoring their capacities remotely.

Key informants note that most recommendations from research and assessments require funding sources to carry out and funding is the main constraint to achievement of the goals and objectives. While the Government has committed a good amount of funds to education, at 16–22% of national spending in the last 10 years, the reliance on external sources for 80% of the education development funding (the government funds salaries), when these sources are not guaranteed, is a major threat to sustainability. A further issue is the time needed for the MoEVT management in particular to deal with donor demands in terms of meetings, reporting and accountability usually separately to each donor.

Embedding in local and institutional structures. There are a number of factors in favour of sustainable development of the MoEVT. The MoEVT staff from management to teachers largely take up their jobs for the span of their working lives, thus the investment in their professional development is a relatively sound one and is likely to contribute to the outcomes and impacts. (However, conversely, there are few firings for poor performance.) **Key informants** generally agree that there is a high degree of motivation to work toward standards and improve their personal professional capacity among the MoEVT staff.

Factors reducing sustainability are the insufficient funds to maintain and expand infrastructure and professional capacities to meet the needs. According to **key informants**, the motivation of MoEVT staff is also an issue in dealing with the influencing factors regarding their ability to make progress, as discussed earlier. Further, not all are benefitting equally from capacity development. For example, the District Education Officers have not participated to a large degree in training and planning, however, they did participate in EMIS training regularly on how to manage the annual school census.

At the community level, according to **focus group discussions** with communities, while the value of education still requires more bolstering, communities are used to devoting effort to their own development, a very sustainable feature of the way development is undertaken on Zanzibar. Communities take their own initiatives to

⁶³ Key informant interviews, Unguja and Pemba, July 2017

start schools and classrooms and could finish them to standard if trained to do so. **Focus group discussions** with communities indicate that communities also focus concern on the development of the local education system through the Steering Committees and connecting to the District Councils. In general, communities are in relatively close geographic proximity to the MoEVT education management and resources. Regard for the environment, particularly WASH, is not imbedded in the culture and huge amounts of cultural sensitivity are needed to improve this culture at home and at school.

Other partners and programs. The MoEVT has a number of partners who also work on similar themes as the Swedish Education Support and the Global Partnership for Education. The Ministry worked with USAID under the TZ-21 Project and USAID's biggest education project now is Tusome Pamoja which includes all districts of Zanzibar. Tusome Pamoja is also developing a school information system for primary schools in all districts, primary 1-4 teacher training, textbooks, school management training, community engagement and school information systems. The World Bank project ending in 2013 was deemed satisfactory and planning is underway for another project which may possibly include the EMIS development.

According to the ZEDP II, a national annual Joint Education Sector Review (JESR) will be held in February 2018, during which the progress of all the performance indicators will be considered and adjusted if necessary. Annual reviews of the districts and provinces, prepared in September, along with the statistical abstract will feed into the national review process and contribute to sustainability.

4 Conclusions and Lessons Learnt

This section sets forth conclusions from the preceding analysis and has extracted lessons learned for the following phases of assistance.

1. The Swedish Education Support interventions are well aligned with the development policies of the Zanzibar government. Capacity constraints identified in the Zanzibar Education Development Program (ZEDP) were addressed through relevant training and office support and construction inputs. Sida support assisted the development of the EMIS, a critical component of the education system, and addressing the acute classroom shortages is very relevant.
2. Relevance could have been strengthened through addressing the environmental issues, such as water, sanitation and nutrition, which affect health and learning. While efforts were made to target the most vulnerable children and schools, greater focus was needed to draw in excluded children, especially boys, and to create more access for children with disabilities.
3. The MoEVT completed nearly all of the planned Sida supported interventions and classrooms and libraries have contributed to teaching and learning and eased congestion. Training of trainers, as well as various short and long term trainings was generally effective in building capacity. Teacher's Centres are playing a more influential role in diffusing best practices and new pedagogical experiences.
4. The timeliness on the part of the MoEVT to meet the evolving needs is affected by staffing limitations, motivational challenges and funding shortfalls which need to be addressed to strengthen capacity. Significant delays already occurring in classroom completion could be expected to intensify with increases in enrolment.
5. The Office of the Chief Inspector of Schools has more relevantly structured inspection tools and procedures, however, insufficient numbers of inspectors, limited in-service training, and lack of feedback loops on findings need to be addressed for stronger results. A Zanzibar library policy and a library management information system could help to strengthen library services.
6. Factors contributing to cost efficiency of construction works include training of local artisans, use of local materials and community ownership. Cost efficiency is challenged by lack of routine maintenance, use of less durable materials, and building classrooms which are too small and overused.
7. A systematic government mechanism for monitoring the quality of the environments for schools is lacking and toilets and handwashing facilities have been constructed in a disjointed manner. The consideration of a more holistic approach in construction of schools considering myriad of criteria such as better use of space, beyond classroom measurement of students access to quality education, and the need

for promotion of culture of maintenance and preservation would contribute to a more cost effective model. Planning, monitoring and inspection are bottlenecked at the central ministry level.

8. Problems with data entry and access to the EMIS need to be met with urgent remedial action to allow stakeholders to use reliable data. The problematic development of the EMIS through two phases of assistance caused numerous delays.

9. Use of program resources was monitored through auditing and review meetings with Sida. Remedial measures included training for store and record keeping. The program could have been steered toward greater efficiency and effectiveness through an interim evaluation.

10. Stronger coordination between MoEVT, Sida and other development partners would contribute to efficiency for example with UNICEF and its ministry partners on Zanzibar for strategic fund mobilization and to strengthen the school environments and community awareness particularly regarding WASH.

11. Progress was made in pre-primary enrolment, and some improvement was noted in Standard 6 results in 2016. The teaching and learning environment is negatively impacted by the acute shortages of primary classrooms, toilets, desks, teachers, and textbooks. The MoEVT has exerted considerable effort to support and motivate teachers but some policies, such as on recruitment, are not transparent.

12. The MoEVT requires improvement in strategic planning for policy directives to anticipate future needs, stronger abilities to plan implementation and to open up stronger communications with stakeholders.

13. Progress has been made to facilitate access for disabled children and promote inclusive and free education; survival rates to Standard V remains around 80%. Government campaigns against child violence have contributed to higher school survival rates among girls.

14. The challenges in the education system have been clearly identified but innovative solutions are not sufficient to address the teacher and funding shortages. Development of high price tag solutions such as those requiring computers, modems and radios have indicated that the inputs are not sustainable without continuous funding and monitoring.

15. Reliance on external sources for 80% of the educational development funding is a major challenge to sustainability. Investments in MoEVT staff professional capacity are likely to be more sustainable.

16. The ability to disburse funds for the ZEDP points to a particularly low percentage for Pemba as an indicator of the capacity of the MoEVT to perform the functions required of it as per the ZEDP. The ZEDP II has proposed measures for strengthening utilization of funds.

Lessons learned from the Swedish Education Support (2010-2017) include the following. It is noted with emphasis that the ZEDP II has included most of these lessons in its development.

1. When consultants are not performing efficiently and effectively, such as the support for EMIS, they should be replaced expeditiously to save time and funds and avoid numerous amendments to initial agreements.
2. A mid-term evaluation after 2 years of implementation with Sida support would have served to document the issues and better steer the interventions.
3. When management of the MoEVT needs to juggle too many responsibilities and roles and honour the demands of numerous donors, the attention that can be paid to each is reduced and less effective.
4. The environmental constraints (classrooms, toilets, schoolyards, textbooks, nutrition) to academic achievement have to be addressed while planning education programs or the influence of these factors will affect learning and academic achievement as well as teacher motivation and could threaten to undermine the investment in capacity development.
5. Demands for capacity development are high (e.g. difficult subjects, engineering software, procurement, M&E, ICT, data, etc.), but the viability of the short term training should be considered when planning the training events. The training should be followed up months later to track the improvements or lack of and the training program adjusted.
6. The pace of school crowding and insufficient WASH and nutrition is overtaking the current capacity to provide solutions; most solutions are unrealistic due to insufficient funding. These are warning signs of a potential classroom emergency and negative health consequences as occurred in 2002.
7. Expectations of the Office of the Chief Inspector to perform semi-autonomously need to be met with sufficient staff and realistic standards for schools, students and teachers, and making the appropriate connections in the Education system, such as with DEOs and TCs, to ensure awareness of and follow up on recommendations.
8. A realistic appraisal of the best types of support for teachers is important to understand their needs for close proximity or effective transport to reach their families, the challenges they face in controlling congested classrooms and other quality aspects of the school environment, such as desks, textbooks, toilets, and availability of sufficient teachers.
9. Teachers' centres roles to enhance effectiveness of educational interventions planned by the Ministry and follow up are far better, but need support in finance for robust results.

5 Recommendations

Based on the evaluation findings, conclusions and lessons learned, the following section sets out recommendations. It is recognized that Sida will provide oversight pertaining to its funds and in its close partnership with the MoEVT and other Development Partners to work toward attaining quality in the education sector. In this role, and in view of the priorities set by the ZEDP II, Sida is encouraged to:

- Promote with Development Partners, the strengthening of the EMIS to the satisfaction of all stakeholders and users
- Continue to support construction of classrooms with appropriate standards being respected and strong inspection and maintenance guidelines in place
- With Development Partners, continue to support the water, sanitation and hygiene culture in schools
- Continue to support capacity development for the MoEVT focusing on staff in more remote and vulnerable districts
- Continue to focus on strengthening the Office of the Chief Inspector of Schools with structured training requirements and strong feedback loops on recommendations
- Continue to support innovations to motivate teachers and child centred learning
- Continue to promote gender equality and equity through studies to determine the causes of exclusion and lower academic achievement
- Advocate through various forums as set out in the ZEDP II, for more government and joint funding for the education sector.

The following recommendations are provided for **the MoEVT and its implementing partners** in Zanzibar, in view of the priorities set by the ZEDP II.

1. Strengthen the efficiency of operation, accessibility and analytical capacity of the EMIS as a matter of priority in order to support the MoEVT and stakeholders to access and use timely and accurate data to monitor progress and on which to base decisions.

Operational considerations:

- Determine what other agencies are working on EMIS (possibility is the World Bank) and ensure that a reliable consultancy firm is engaged to trouble shoot the system and support MoEVT staff to run the system more effectively.
- Support MoEVT staff capacity to access the system and produce the needed analyses.

- Ask for guidance from the Tanzania mainland Education system on the lessons in developing their successful EMIS.
- Restore or confirm stakeholder trust in the EMIS data through communications on issues and system strengthening.

2. Strengthen the efficiency of the construction process as a matter of priority, including procurement, design, site inspection, completion of classrooms and other school related construction, monitoring, and maintenance.

Operational considerations:

- Consider alternatives to the current MoEVT arrangements for construction in order to avoid further classroom shortage emergency situations such as occurred in 2002. These might include outsourcing some of the work of the Construction Unit, or hiring a firm to complete the classrooms expeditiously with MoEVT monitoring the progress, or transferring more responsibility to communities to complete the work. (The community option may depend on how long it takes to transfer funds to the community, whether they are able to get the needed materials such as roofing and plaster, and whether inspection by the MoEVT is still required, which may hold up the process anyway.)
- Support the capacity development of the engineering units on Unguja and Pemba with tools, software and skills to be able to monitor the construction, enforce standards and execute their work effectively.
- Prioritize training and support for procurement to reduce delays.
- Replicate the training for the local artisans and distribute the local manual that was developed many years ago which is set out in simple terms.
- The size of the classrooms might be increased to accommodate 60 children with 20 desks (or more, or those which have a smaller footprint) as that is now the norm.
- Develop appropriate school designs that will save space, such as multi-storey buildings.
- Establish training and follow up of maintenance teachers (responsible for school buildings), who will play the role of immediate inspectors of school infrastructures. The maintenance teachers are critical for implementation of previous prescribed school maintenance manual guidelines to avoid costly rehabilitation or total failure of schools.
- Enhance data on school environmental conditions as a variable of SAQMEC and use the data to inform decisions. The current reporting is limited to these and not well used by the responsible construction unit for inspection and monitoring.
- Adopt 'granolithics' (a type of construction material composed of cement and fine aggregate such as granite or other hard-wearing rock) for floors, especially for TCs and big infrastructure, to make them more durable.
- Consider community capacity building for school, classroom and toilet construction as well as local fund mobilization strategies to shift more responsibility for completing schools to the community level.

- Continue encouraging communities to participate fully in the building of the classroom and education support. This should be practiced based on principles of equity, which acknowledge differential abilities of various communities to contribute. Doing that will address the problem of geographic/spatial inequality in the number of classrooms built, especially for remote communities.
- Integrate toilets and hand washing facilities as part of school budget during construction and monitor construction of both to the specified standards.

3. Strengthen the culture of Water, Sanitation and Hygiene in schools and related institutions through construction of gender designated toilets and hand washing facilities to meet MoEVT standards, together with awareness raising for children, teachers and the community on WASH

Operational considerations:

- Collaborate closely with implementing partners to roll out the WASH guidelines, following the procedures used in Tanzania mainland.
- Introduce a WASH awareness programme e.g. through collaboration with the Ministry of Health, for the students and teachers to fully implement sanitation and hygiene principles.
- Tie construction of one classroom with (mandatory) simultaneous construction of at least one toilet and hand washing facility started by the community, bearing in mind that the standards set by the MoEVT of 40 toilets is an interim standard and that the global standard is 1/25 for boys and 1/20 for girls
- Ensure the WASH guidelines are respected and should be up to the interim standard, **per school** not on average, and highlight the gender issues
 - There should be gender designated toilets
 - The girls block for secondary schools needs a menstrual block
 - There must be handwashing facilities with soap
 - Children with disabilities must have accessible toilets

4. Continue to support capacity development for the MoEVT focusing on the staff in Pemba and the northern Unguja districts, with greater inclusion of the Regional and District Education Officers.

Operational considerations

- Conduct MoEVT human resources/training needs assessment, job descriptions, skills, capacity, etc. and prioritize training needs (Education Situation Analysis (2016) recommendation: A study of the current system that examines roles and functions and their impact on learning outcomes should be undertaken. This could be followed by a study of the costs and cost-effectiveness of each unit within a realistic resource envelope.)
- Focus on the DEOs and REOs and Pemba Island as key targets for capacity development in tandem with the process of decentralization/devolution in Zanzibar.

- Prioritize training and support for engineers (both islands) for faster response to approve plans and finish construction.
- Prioritize training and support for procurement to reduce delays.
- Enhance budget flow to other key units, such as TCs in implementing MoEVT priorities in the Sector plan.
- Revive the school libraries, recruit librarians, and work toward development of a Zanzibar Library Policy.

5. Continue to strengthen the Office of the Chief Inspector of Schools, with structured in-service training programs, encouraging recruitment to fill the needed posts so complete basic inspections can take place at schools more frequently, including the DEOs and the Teacher's Centres in the findings of the inspection and create a feedback loop back to the Inspectors on the progress on recommendations they made so the results of the inspections can be followed up and monitored.

Operational considerations:

- Promote recruitment of inspectors to meet basic inspection requirements per the zoning policy.
- Support a structured and mandatory training program for new inspectors.
- Map the progression of the inspections, recommendations and follow up to assess the effectiveness of the inspections and clear up bottlenecks or lack of transparency.
- Support staff to work on the policies and standards for: Libraries, realistic classroom sizes, and toilets and hygiene (WASH) as well as agreeing on realistic standards or attainable goals for school inspection, math and sciences, class sizes, etc.
- Continue to promote the inclusion of and highlight the importance of the school environment on teaching and learning in the inspections.
- Establish inspectors-subject advisors and DEOs exchange platform for enhancing sharing of experience and results. This could be done quarterly and take places at district level to reduce problems of feedback loops that currently surround inspection processes.

6. Encourage greater child centeredness in the education system and seek and develop innovative solutions to the problems of teacher shortages, especially in rural areas, as well as student and community motivations to promote academic achievement and increase the survival rates.

Operational considerations

- Promote the concept of the “holistic” child centeredness, taking into account the total learning environment.

- Address the unevenness of teacher allocation - unwillingness of most teachers to work in rural areas, limited compensation for transport and insufficient involvement of district officers.
- Revise the approach of the teacher training colleges to avoid the need for subject oriented teachers in the primary schools and possibly the early secondary and to secure stronger inclusion of difficult subjects, math, science and geography – this will reduce need for teachers.

7. Continue to strongly address the issues of equity and gender equality in the education system and focus on developing strategies to include vulnerable children who have been excluded and reduce gender equality disparities.

Operational considerations

- As per the goals and objectives set out in the ZEDP II, ensure that issues of equity and gender equality are included in capacity development and policy support.
- As discussed in the ZEDP II, seek to find the reasons for exclusion and promote strategies to draw in the excluded children, particularly boys facing poverty and children with disabilities.
- Promote programs to raise awareness among parents, particularly those in rural areas as to the value of education and take into account the constraints they face in supporting education for their children.
- Collect regular data on the access of disabled children to education and the inputs that are working to promote their learning.

8. Promote sustainability through continued development of stronger fund raising strategies, including joint funding, widening the development partner pool, and programming for results.

Operational considerations

- Develop a benchmarked plan for progress toward increasing government and MoEVT support of the education system.
- Continue to work on a fund mobilization strategy for increased joint funding, sources from the private sector, and cohesive fund utilization. (maybe the “Whole Holistic School” approach)
- Advocate through various forums, such as the ZESC and High Level Committee, for more joint funding and pooled funding among donors to promote more cohesive planning at the Ministry (as tried before) instead of a piecemeal approach.

Annex 1 - Terms of reference

Terms of Reference for the end-term evaluation of the Swedish Education Support 2010-2017 and of the GPE programme 2014-2016 on Zanzibar

Swedish Education Support 2010-2017

Sweden (through the Swedish International Development Agency, Sida) has been supporting the Education Sector on Zanzibar through sector support since 2002.

The current phase of Swedish Support to Zanzibar (SEK 40 million) was initiated in 2010 and was originally scheduled to end in 2013. However, due to various circumstances, the programme has been extended 4 times and is now scheduled to end on August 31st 2016. This means that at the time of this review, there will be some time left of the activity period. However, the programme has been going on for 7 years and almost all activities have been implemented.

The support has 3 main components.

1. Expanding Access to Education
2. Capacity Building for MOEVT Staff & Teachers
3. Monitoring, Evaluation & Assessment

The sector support programme has been implemented by the Ministry of Education and Vocational Training. In some areas, implementation was delegated to other partners. The programme is aligned with the Zanzibar Education Sector Development Plan (ZEDP) 2009-2016 and activities were basically extracted from the ZEDP action plan 2013-2016. However, it is not a sector budget support as activities were earmarked and follow up has been done on the programme and not on the performance of the ZEDP – in that sense the programme should be regarded as having a programme -approach.

Sweden has tentatively committed to support the Education Sector on Zanzibar for the coming 5 year period by SEK 25-30 million. However, a new phase of support hinges on the findings and recommendations of this review among other things.

GPE programme 2014-2016

Sweden (through the Swedish International Development Agency, Sida) has also been supporting the Education Sector on Zanzibar since 2013 through its engagement as Grant Agent (GA) for a programme funded by the Global Partnership for Education (GPE) of MUSD 5.2. Sweden has been responsible for transferring of funds, monitoring and evaluation of the programme and provision of continuous support to the MOEVT.

The activity period for the programme ended on December 31st 2016, and a new phase of GPE support is planned to be applied for in September 2017. If the application is approved, implementation is estimated to start in early 2018.

The rationale for the GPE phase I programme was to support the implementation of the Zanzibar Education Sector Plan 2009-2016 (ZEDP). The programme consisted of 4 components which were identified from the ZEDP action plan. The main target groups were children in pre-primary and primary school.

The programme is fully implemented by the MOEVT, certain activities are however implemented through other partners. UNICEF holds the position of Coordinating Agency, responsible for coordinating the partnership and facilitating dialogue between stakeholders in the sector.

The GPE programme consisted of 4 main components

1. Expand and strengthen Pre-Primary education, such that it is providing a greater number of students with a strong foundation for Primary education.
2. Improve student performance through better teaching and improved access to learning materials with a specific focus on the Sciences and Mathematics.
3. Create a safe learning environment which supports all learners according to their needs.
4. Strengthening the accountability of the education system.

The purpose of this exercise is twofold

- 1) to evaluate the performance of the GPE program
- 2) to evaluate the performance of the Swedish Education Support Program

The evaluations shall review and assess the performance of the Swedish Education Support and the GPE programme respectively in terms of relevance, effectiveness, efficiency, sustainability and impact. The evaluations shall be based on the guiding programme documents, results frameworks, reports and other relevant information for each program.

In the education program, a large part (approx. 50% of the budget) was dedicated to capacity building. Sweden is particularly interested in learning more about the impact of the trainings, for instance regarding training methods, impact, reflections from participants of the trainings and so forth. Lessons learned and recommendations on how to improve future trainings would then follow.

In the GPE Program, there was extensive construction of TUTU -centres (Tucheze Tujifunze, or let's play and learn) being done. They are community-based schools for pre-primary aged children (age 4-5) and use radios as learning-tools. Being less costly than conventional pre-primary schools, they were chosen as a response to the introduction of two years of pre-primary education into basic compulsory education and the sharp increase in pre-primary enrolment that followed. The TUTU -centres have been proven beneficial for learning, but looking at their functionality on Zanzibar and provide lessons learned will be very valuable.

Teacher training constituted a large share of the GPE-programme (approximately 20% of the total budget and 40 % of objective outputs) and was part of all components. More specifically, training of Pre-primary and primary teachers, training of counsellors and teachers in inclusive education and training of school heads and

management in school management and monitoring has occurred. Specific focus shall be on how such trainings are conducted (methodology) and what the impact has been.

Evaluation questions

The two evaluations should be guided by the five criteria: Relevance; Effectiveness; Efficiency; Impact and Sustainability. For each of the criteria, the Consultant(s) should get specific information on the programs' performance from beneficiaries, partners and stakeholders. Below is the specific information that should be collected under each criterion. Questions that are only relevant for one programme are indicated below. General questions that should be asked for both programmes separately follow.

Specific questions

GPE

1. What were the methodologies and approaches used by the MOEVT regarding teacher and management training? What has been the effect? Have they been effective in bringing about lasting change? What has worked and what has not? What lessons have been learned?

What do the beneficiaries of the trainings perceive to be the effects on themselves?

2. Is the TUTU -modality effective? What can be done better to improve efficiency and learning in those centres (resources, instructions et cetera)? What do the teachers that participated think?

Education Support

3. What were the methodologies and approaches used for the MOEVT capacity building? Have they been effective in bringing about lasting change? What has worked and what has not? What lessons have been learned?
4. Was the classroom building funded by the Sector Support cost efficient? Was it done environmentally sustainable?
5. The Sector Support programme was delayed and hence extended 4 times, what has been the cause of the delays? What can be learned?

General questions

Relevance

6. Is the intervention in tune with development policies and administrative systems of the Zanzibar Government (MKUZA, ZEDP)?
7. Were programme objectives and activities relevant to the specific needs and priorities of the Education Sector and its beneficiaries?
8. Were the activities and outputs of the programme consistent with the impacts and effects?

Effectiveness:

9. What were the major factors influencing the achievement or non-achievement of the objectives?
10. To what extent is the identified development the result of the intervention rather than of exogenous factors?
11. To what extent has the programme adapted or been able to adapt to changing external conditions (risks and assumptions) in order to ensure benefits for the target groups?

Efficiency

12. Was the program's resources managed in a transparent and accountable manner?
13. How flexible was the programme in adapting to changing needs?
14. How did the programme co-ordinate with other similar interventions to encourage synergy and avoid overlaps?
15. What was the operational effectiveness (e.g., structure/operations/governance) of the MOEVT when implementing the program?

Impact

The Consultant(s) should examine if the programmes demonstrated impact, i.e. positive and negative changes produced by interventions, directly or indirectly, intended or unintended. The examination should also be concerned with the positive and negative impact of external factors. The following should be explored,

16. What are the intended and unintended, positive and negative, effects on teachers, students, MOEVT and/or other non-targeted communities arising from the programme interventions?
17. Did the programme take timely measures to mitigate the unplanned negative impacts? What was the result?

Sustainability

The Consultant(s) should examine if programme interventions factored in sustainability when working with beneficiaries, partners and stakeholders. The following should be explored:

18. Has the programme resulted in the leveraging of knowledge and interventions to ensure sustainable impact?
19. How far was the programme embedded in local and institutional structures?
20. Has the MOEVT's capacity been properly built to continue to deliver the programs' benefits/services? What support has been provided from other partners and programs?

The field work required for the evaluations of both programmes should be done on the same trip. As there are many similarities between the programmes there are efficiency gains from that approach. The evaluations are expected to generate relevant findings, lessons, and recommendations which will inform future programme design and methodologies.

It is expected that visits will be conducted to a sample of schools in Zanzibar to capture the view of the recipients (teachers and students). It should be noted that Zanzibar is comprised by the island of Unguja (the main island) as well as the island of Pemba, and both islands should be visited. The Consultant(s) should propose a methodology for carrying out the assignment before commencement that must be approved by the Swedish Embassy in Dar Es Salaam. We would encourage that both quantitative and qualitative methods should be employed. The methodology proposal should show the sample design that will be used and data collection methods to be applied.

The methodology proposal should indicate the geographical coverage where the review will be conducted.

There are a number of key participants in the programmes that need to be interviewed. The Swedish Sector Support is bilateral support and involves only Sweden and the partner organisation MOEVT, as well as potential implementing partners in the field. The GPE programme involves a larger number of stakeholders.

MoEVT

- Management Team
- Key coordinating staff at the Department of Policy, Planning and Research
- Programme coordinators and implementers
- Procurement Management Unit
- Accountants' office

Partners and other stakeholders

- Embassy of Sweden
- Milele Foundation,
- Beneficiaries in the field - head-teachers, teachers, students, parents
- Ministry of Finance
- Unicef (GPE)
- Aga Khan Madrasa Foundation (GPE) Reporting, Communication and Time Schedule

We want the team to write **two evaluation reports**, one for each program. The reports should be written in English. After conducting the field trip, we would like the GPE report to be written first as we wish to use it as guidance in the next phase of GPE support for which we have a deadline.

The consultants shall prepare and submit a preliminary work-plan and budget for the assignment. The assignment shall be started in May 2017 and the consultants shall accomplish the work within an agreed timeframe of not more than **60 days** (approximately 8 weeks) including weekends, public holidays and travel time. This will involve travels to various areas (on both Unguja and Pemba), to consult and interview various people, conduct desk reviews, analysis and report writing- drafts and finals.

The Consultant(s) will submit draft reports to the MOEVT and Embassy of Sweden for review and feedback for both programmes before completing the reports. The deadline for submitting a draft evaluation report of the GPE programme is 7th of June 2017. Deadline for submitting a draft evaluation report on the Swedish Education Support is more flexible on our side and time should be proposed by the consultants.

The final reports should be submitted 1 week after feedback on the draft reports has been shared with the consultants.

- The team leader must have at least a master's degree in relevant subject and 10 years of experience in education (specifically in capacity building and teacher training) as well as experience as a responsible manager in charge.
- At least one member of the team, preferably the team leader, must have knowledge about the Global Partnership of Education and their programs.
- At least one member of the team shall have experience from working in Zanzibar.
- All members must have very good knowledge in spoken and written English. At least one member shall be fluent in Swahili.

Annex 2 - Inception Report

5.1 EXECUTIVE SUMMARY

Sweden (through the Swedish International Development Agency, Sida) has been supporting the Education Sector in Zanzibar for decades and is undertaking separate but concurrent evaluations of two programs in the current phase of assistance. These are the Swedish Education Support program (2010-2017) and the Global Partnership for Education program (2014-2016). This inception report describes the approach and methodologies proposed by the Evaluation Team consisting of four independent evaluators supported by the NIRAS Indevlop management and a survey group, Development Pioneer Consultants. It is the final report which incorporates comments on the draft report from the Swedish Embassy/Sida, the evaluation team, and the NIRAS Indevlop quality assurance consultant.

In 2000, the Revolutionary Government of Zanzibar adopted the Vision 2020 and the Zanzibar Education Development Programme (ZEDP) 2008/09-2015/16. Progress toward planned results has been supported by periodic comprehensive education situation analyses. The pre-primary system enrolment has almost doubled, with growth concentrated in public (government-run) schools. Current capacity is between 33% and 50% of the eligible population, and more than a third of children are accessing pre- primary education. The quality of education has improved but challenges remain such as equity in access and teacher placement and capacity.

Both Swedish funded programs supported activities from the ZEDP results framework. The **Swedish Education Support** program (2010- 2017) aimed to promote equitable access to a quality primary education for all children; strengthen the Ministry of Education and Vocational Training (MoEVT) capacity to plan and evaluate policies and programs including construction works; and, strengthen MoEVT capacity to monitor conditions and results at the school level and plan and implement changes to improve these.

Among the achievements, classrooms, libraries and teachers' centres were constructed, short and long term training was undertaken for MoEVT staff and construction supervisors and workers. Guidelines were finalized and disseminated for assessment of academic achievement and some surveys undertaken. However, there were delays and five amendments were made to the original framework agreement.

The **Global Partnership for Education (GPE)** program (2014-2016) aimed to strengthen pre-primary education; improve students' performance through better teaching and improved access to learning materials with a specific focus on the sciences and mathematics; to create a safe learning environment which supports all learners; and to strengthen the accountability of the education system. The GPE supported *Tucheze Tujifunze* (TUTU) centres for radio instruction for vulnerable pre-

school children. The Swedish government acts as Grant Agent while UNICEF holds the position of Coordinating Agency.

Scope and Users of the Evaluations. The purpose of the evaluation is to evaluate the performance of the Swedish Education Support program and of the GPE program, using the same OECD-DAC criteria for each, of relevance, effectiveness, efficiency, sustainability and impact. The independent evaluation team will produce separate reports for each program. There will be a large audience of **users of the evaluations** with the primary users including the Swedish Embassy/Sida, and the Revolutionary Government of Zanzibar particularly the Ministry of Education and Vocational Training.

Evaluability of the evaluations questions. The questions posed in the TOR are relevant to the evaluation process, however, some may be overstretching the evaluation resources and time and may limit the depth to which the team can go to answer the questions, and thus clarification was requested and received on these questions.

Approach and Methodology. The evaluation will ensure a utilization focus through periodic briefings of stakeholders, and will analyse the theory of change for each program. Both primary and secondary data will be collected through a survey, key informant interviews, site visits, and focus group discussions. Care has been taken to ensure the reliability of primary data through real time or timely transcribing. The issues of achieving equity in access to education and gender equality as per the ZEDP and Swedish education support objectives will be factored throughout the data collection through relevant questions and indicators.

The Evaluation Team will primarily conduct interviews with key informants and the DPC team will conduct focus group interviews with teachers and students, parents and the community. The DPC team will also observe the environmental status of the classrooms and the availability of textbooks and teaching materials. Other tools used include interview guides, the evaluation matrix, stakeholder matrices and documentation of lessons learned.

Sampling strategy. In order to draft a design of the data collection strategy for the survey, lists of the schools, TUTU centres and teachers' centres has been recently received from the Ministry of Education and Vocational Training. The draft survey tools and sampling design will be submitted to the Embassy the week of July 2nd. The Global Positioning System coordinates will be collected from the schools visited. A travel schedule is being finalized for the Evaluation Team and the DPC researchers.

Work plan and Limitations. The Evaluation Team is committed to respecting the dates set out by the Embassy and the expressed need to complete the two evaluations within a very tight time period. The limitations noted are time allowed for data collection and reporting, time limitations for using the evaluation as a learning tool, and data limitations on the earlier Swedish Education Support interventions. Mitigating measures are proposed for each of the limitations.

Annex 3 - Persons interviewed

| Name | Position | Dept. or Organisation |
|--|-------------------------------------|---|
| Ministry of Education and Vocational Training, Unguja and Pemba | | |
| 1. Ms. Khadija Bakari Juma | Principal Secretary | MoEVT |
| 2. Mr. Abdulla M. Abdulla | Deputy Principal Secretary | Administration, MOEVT |
| 3. Ms. Madina M. Mwinyi | Deputy Principal Secretary | Academics, MOEVT |
| 4. Mr Makame Ibrahim Omar | Chief Accountant | Finance |
| 5. Mr Omar | Director | Department of Administration and Personnel |
| 6. Ms. Safia Ali Rijaal | Director | Department of Pre-primary and Primary Education |
| 7. Mr. Khalid M. Wazir | Director | Dept. Policy Planning and Research (DPPR) |
| 8. Ms. Ramla Abass Farhan | Coordinator, Pemba | Department of Policy Planning and Research (DPPR) |
| 9. Mr Mohamed Abdulla | GPE Focal Point , Pemba | Department of Policy Planning and Research (DPPR) |
| 10. Mr Khamis Abdi | Head of Division | Teacher Education |
| 11. Mr Ali S. Hassan | Accountant | Zanzibar Examination Council |
| 12. Ms Shadida Ali Saleh | Asst. head/Director of radio studio | ICT in Education |
| 13. Mr. Said Shabaan | Engineer | Construction Unit MoEVT |
| 14. Mr. Khamis Mtara | Engineer | Construction Unit MoEVT |
| 15. Dr. Rashid A. Mukki | Senior Inspector | Office of the Chief Inspector of Schools |
| 16. Mr Daoudi M. Ally | Coordinator | Bububu TC, Unguja |
| 17. Mr Othman Ussi Machano | Deputy District Education Officer | North B district |
| 18. Mr. Khamis A. Said | Director | Madrasa Early Childhood Programme Zanzibar |
| 19. Mr Mkubwa Ahmed Omar | Director | Teacher Education, Pemba |
| 20. Mr Zubeiri J. Khamis | Director | Zanzibar Examination Council |
| 21. Mr. Ameir S. H. Njeketu | Director | Zanzibar Examination Council |
| 22. Ms. Sichan H. Forum | Director | Zanzibar Library Services. |
| 23. Mr. Hamid R. Juma | Director | Department of Teacher Education |
| 24. Mr Omar Said Ali | Director | ICT in Education |
| 25. Mr Abraham Othman | TUTU Centre Focal Point | ICT in Education |
| 26. Mr Suleiman Y.Ame | Director | Zanzibar Institute for Education |
| 27. Ms. K. Mohamed | Dep. Head and Special Ed. Teacher | Kisiwandui Primary school |
| 28. Mr Mbwane Shaame Said | District Officer | Mweni District |
| 29. Mr Khamis Said Hamad | District Officer | Wete District |

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|--|--|---|
| 30. Mr Masoud Amoine Molid | District Officer | Chake Chake District |
| 31. Mr Salim Kitwana Suruni | District Officer | Micheweni District |
| 32. Mr Ali Said | District Officer, Acting in Charge, Alternative Learning and Adult Education | Mkoani District |
| 33. Ms Nisma Elias | Economist | MoEVT DPPR |
| 34. Mr Mohamed Mgeni Mwinyi | GPE Focal Point | Inclusive Education and Life Skills Unit. |
| 35. Mr. Khamis Y. Mussa | GPE Project Accountant | Finance |
| 36. Mr. Issa Rashid Hamid | Head | Procurement Management Unit |
| 37. Mr. Othman S. Othman | Head | EMIS Division |
| 38. Mr Juma Salim Ali | Head | Inclusive Ed |
| 39. Ms. Sabrina M. Suleiman | Head of e-Learning Division | ICTs |
| 40. Mr. Jaffer S. | Head Teacher | Kandwi School (pre-primary-lower secondary) |
| 41. Ms. Mwajuma A. | Head Teacher | Magogoni B Primary School, Pemba |
| 42. Mr Ali Kombo Ali | Head Teacher | Shamiani Primary School |
| 43. Mr Salim Abdalla Omar | Inclusive Ed and Life Skills Advisor | Mizigani TC, Pemba |
| 44. Mr Mohamed Ali Mohamed | Language Advisor | Mizigani TC, Pemba |
| 45. Mr. Masoud O. Masoud | Officer | Education Management Information System |
| 46. Ms Asia Hamid | Officer | Zanzibar Examination Council |
| 47. Mussa Mr Hassan Zyuma | Officer | Zanzibar Institute of Education |
| 48. Ms. Riziki A. Hassan | Officer | Zanzibar Library Services |
| 49. Mr. Khamis M. Abdi | Officer | Department of Teacher Education |
| 50. Mr Abdalla Mohamed Mussa | Officer | Zanzibar Institute for Education |
| 51. Mr Salim Kitwama Surumu | Officer in Charge | Pemba MoEVT |
| 52. Ms Fatama Moole Ramadhan | Pre-primary and TUTU Centre Focal Point | Preprimary and Primary Division |
| 53. Mr Yusuf Abraham | Swedish Education Support Focal Point | DPPR |
| 54. Mr Suleiman Ali Ussi | Social Science Advisor | Mizigani TC, Pemba |
| 55. Ms Amina M. Ali | Sr. Coordinator (GPE) | Zanzibar Examination Council |
| 56. Mr Othman Ahmed Othman | Subject Advisor - Science | Mkwajuni TC (North A) |
| 57. Mr Mwanawije M Makame | Training Officer | Chake Chake TC, Pemba |
| 58. Mr Mariam M. Yusufu | TUTU Mentor | Mwanda (North B) |
| 59. Mr Mwanaharusi Khamisi | TUTU Mentor | Mwanda (North B) |
| Sida, Swedish Embassy, Dar Es Salaam | | |
| 60. Mr Philip Finell | Program Officer | Sida, Dar Es Salaam |
| 61. Mr Marcus Eriksson | Program Officer | Sida, Dar Es Salaam |
| 62. Ms. Helena Reutersward | Program Officer | Sida, Dar Es Salaam |
| 63. Ms. Stella Mayenje | GPE officer | Sida, Dar Es Salaam |
| Other Agencies and Development Partners | | |
| 64. Dr. Massoud | Programme Officer | UNICEF, Zanzibar |
| 65. Mr. Kiwe Sebunya | Chief of WASH | UNICEF Tanzania Office |

Annex 4 - Documents reviewed

Revolutionary Government of Zanzibar

Policies and strategies

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End-Term Evaluation of the Swedish Education Support to Zanzibar 2010–2017

This report, which has been commissioned by the Swedish Embassy in Tanzania, presents an evaluation of the performance of the Swedish Education Support program in Zanzibar from 2010 to 2017. The evaluation assessed performance using criteria of relevance, effectiveness, efficiency, impact and sustainability as well as gender equality and equity. Overall, the goals and objectives of the Swedish Education Support have been highly relevant as they were grounded in the Zanzibar Education Development Plan (ZEDP); capacity constraints of the MoEVT were well identified and Sida has supported relevant capacity building interventions. Challenges related to school infrastructure and especially WASH in schools have gotten increased attention to tackle imbalances in academic performance of the most vulnerable schools and children. Effectiveness in implementation has been satisfactory with 60–70% of the planned activities in the ZEDP and almost all of the Sida support interventions completed. Some improvements could still be made in effectiveness and efficiency through improved planning, maintenance and strengthened coordination. High reliance on external educational development funding is a challenge to sustainability.

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