2019:5 Sida Decentralised Evaluation

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Evaluation of the Global Partnership for Education (GPE)

– Literacy and Numeracy Education Support (LANES) program in Tanzania (2014–2018)

Final Report

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Abbreviations and Acronyms

3Rs	Reading, Writing and Arithmetic
ADEM	Agency for Development of Education Management
AE/NFE	Adult and Non-Formal Education
BE-MIS	Basic Education Management Information System
BEST	Basic Education Statistics for Tanzania
BRN	Big Results Now!
CA	Coordinating Agency
CBO	Community Based Organization
CDPF	Capacity Development Partnership Fund
COBET	Complementary Basic Education in Tanzania
CPDF	Continuous Professional Development Framework
CSO	Civil Society Organization
DAEO	District Adult Education Officer
DAO	District Administrative Officer
DCDO	District Community Development Officer
DFID	Department for International Development
DLI/DLR	Delivery linked indicator/Delivery linked results
DPP	Director of Policy and Planning
ED-DPG	Education Development Partners Group
EMIS	Education Management Information System
ESDC	Education Sector Development Committee
ESDP	Education Sector Development Programme
ESMIS	Education Sector Management Information System
EP4R	Education Performance for Results
ETP	Education and Training Policy
FBO	Faith Based Organization
FE	Folk Education
FGD	Focus Group Discussion
FEDP	Folk Education Development Programme
FYDP	Five Year Development Plan

GER	Gross Enrolment Ratio
GIR	Gross Intake Rate
GoT	Government of Tanzania
GPE	Global Partnership for Education
GPI	Gross Parity Index
HLM	High Level Meeting
IA	Internal Audit
IMSC	Inter-Ministerial Steering Committee
IN-SET	In-service Training
JAST	Joint Assistance Strategy for Tanzania
JESR	Joint Education Sector Review
KII	Key Informant Interview
KPIs	Key Performance Indicators
LACIC	LANES Activities Coordination and Implementation Committee
LANES	Literacy and Numeracy Education Support
LEG	Local Education Group
LGAs	Local Government Authorities
LIC	LANES Implementation Committee
M&E	Monitoring and Evaluation
ME&L	Monitoring, Evaluation and Learning
MCST	Ministry of Communication Science and Technology
MDAs	Ministries Department and Agencies
MDU	Ministerial Delivery Unit
MICS	Ministry of Information Communication and Sports
MIS	Management Information System
MKUKUTA	Mpango wa Kukuza Uchumi na Kupunguza Umaskini Tanzania
MLEYD	Ministry of Labor, Employment and Youth Development
MoEVT	Ministry of Education and Vocational Training
MoEST	Ministry of Education, Science and Technology
MOF	Ministry of Finance
MOFEA	Ministry of Finance and Economic Affairs
MoU	Memorandum of Understanding
MTEF	Medium Term Expenditure Framework
MTR	Mid-Term Review (of GPE-LANES)
NER	Net Enrolment Ratio

NFE	Non-Formal Education
NGO	Non-Governmental Organization
NSDS	National Strategy for the Development of Statistics
NSDES	National Strategy for the Development of Education Statistics
OOS	Out of School
PEDP	Primary Education Development Programme
PFM	Public Financing Management
PMO-RALG	Prime Minister's Office - Regional Administration and Local Government
PORALG	President's Office – Regional Administration and Local Government
PPE	Pre-Primary Education
PRE-SET	Pre-Service Training
PREM	Primary Records Management
PSLE	Primary School Leaving Examinations
PTR	Pupil Teacher Ratio
PTBR	Pupil Text Book Ratio
QA	Quality Assurance
RAS	Regional Administrative Secretary
SB-CPD	School-based Continuous Professional Development
SE	Supervising Entity
SIDA	Swedish International Development Agency
SLO	Statistics and Logistics Officer
SQAF	School Quality Assurance Framework
TEN/MET	Tanzania Education Network/Mtandao wa Elimu Tanzania
TESP	Teacher Education Support Programme
TIE	Tanzania Institute of Education
ToR	Terms of Reference
TRCs	Teacher Resource Centers
TVEDP	Technical and Vocational Education Development Programme
TVET	Technical and Vocational Education and Training
TWG	Technical Working Group
UDOM	University of Dodoma
UDSM	University of Dar es Salaam
UNESCO	United Nations' Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development

URT	United Republic of Tanzania
VET	Vocational Education and Training
VETA	Vocational Education and Training Authority
WEC	Ward Education Coordinator
WFP	World Food Programme

Preface

The Embassy of Sweden in Dar Es Salaam, Tanzania, commissioned this evaluation on the *The Literacy and Numeracy Education Support (LANES*) program (2014-2018) to NIRAS through Sida's framework agreement for skills development and education. The evaluation was undertaken from May-September 2018. The members of the evaluation team were Criana Connal (team leader), Annelie Strath (senior education expert) and Khalid Dihenga (senior education expert). Quality assurance was undertaken by Abby Riddell. The project manager at NIRAS, Alicia Borges Månsson, was responsible for ensuring compliance with NIRAS' QA system throughout the process, as well as providing technical backstopping and coordination.

Executive Summary

The *Literacy and Numeracy Education Support (LANES*) programme was launched in July 2014, with an implementation start date of November 2014, and has an end date of December 2018, with an eighteen-month extension from July 2017. The LANES programme is financed through a Global Partnership for Education (GPE) Programme Implementation Grant (USD 94.8 million). The programme is being implemented by the Ministry of Education, Science and Technology (MoEST) and the President's Office-Regional Administration and Local Government (PORALG), with national oversight provided by the Education Sector Development Committee (ESDC).

The Swedish International Development Cooperation Agency (SIDA) was selected by the ESDC – which functions as the GPE Local Education Group (LEG) - to function as the Grant Agent (GA - formerly Supervising Entity), while the role of Coordinating Agency (CA) has rotated from USAID (co-chair DFID), to Canada (co-chair DFID) and, in 2018, to DFID (co-chair USAID). In line with GPE principles, the Grant Agent prioritizes full programme alignment with national systems in terms of policies and public financial management, including procurement and administrative systems for implementation.

The LANES programme aims at improving the acquisition of reading, writing and numeracy skills (3Rs) among children in and out of school, paying special attention to marginalized children and those in hard to reach and hard to serve areas. The target age group is 5 to 11 years, with a consideration of 2 to 4 year-old children in day care centres, and 9 to 13 year-old children in Non-Formal Education programmes. The comprehensive and ambitious – given its limited time frame - scope of the programme is reflected in its components, outlined below:

Component 1. Improved Teaching and Learning of 3Rs for children aged 5 to 13 years, through: Improved methodology for teaching and learning of 3Rs; Increased skills for teaching Basic Literacy and Numeracy; Increased provision and interaction with 3Rs learning materials; and increased school readiness.

Component 2. Improved Education Sector Leadership, Planning and Management, through: Increased use of data for evidence-based planning; Improved sector planning and coordination; Improved field management; and capacity development for effective delivery of education services.

Component 3. Increased Community Engagement in Literacy and Numeracy, through: Increased sensitization and community engagement; and increased parental engagement.

At inception, LANES was envisaged as an opportunity to build the education system's capacity to provide quality education, mobilizing additional funds for under-resourced sub-sector programmes within the overall framework of the previous Education Sector Development Plan (2007-2016), namely the Primary Education Development Programme (PEDP III), the Adult and Non-Formal Education Plan (ANFEDP) and the Folk Education Development Plan (FEDP) (LANES Programme Document, 2013).

LANES was also initially conceived as a complement to the Big Results now (BRN) Presidential initiative, a payment by results modality introduced in January 2013 to achieve 'fast results' (LANES Programme Document 2013). The GPE-LANES programme has evolved over time. In response to the introduction of related DP-supported projects, the programme has functioned as a 'gap-filler' in terms of geographic coverage, to harmonize related interventions and enable a nationwide approach to 3Rs reform. Moreover, at present it contributes to the current Education Performance for Results (EP4R) programme.

In its capacity as Grant Agent for GPE-LANES, Sweden/SIDA has commissioned this external evaluation of the GPE-LANES programme. The overall objective of the evaluation is to assess the progress made, identify challenges and constraints faced during implementation with the purpose of recommending actions to address them and making overall recommendations for the next phase.

An Evaluation Team consisting of four independent international and national evaluators supported by the NIRAS management and a survey group - NIRAS Tanzania/ Development Pioneer Consultants - conducted the review during the period May to July 2018. The review is based on a desk study of relevant documents, key informant interviews with education Ministries, Departments and executive Agencies (MDAs) and Development Partners in Tanzania Mainland, an evaluation workshop conducted in Dodoma, as well as field-based interviews and focus group discussions at school, Ward and Council levels, and a community case-study. The following summarizes the review team's findings, lessons learned, and recommendations.

Overall, we found the programme achieved several **significant positive results**. Those highlighted by stakeholders include:

- The ***in-service training for the revised curricula,*** reaching a large number of teachers, was viewed as an historic achievement; the vast majority of trained teachers (126 of the total 196 surveyed teachers) claimed they have become more confident, and more motivated, and more creative in delivering sessions, designing locally relevant learning materials.
- Our field-level results show strong consensus among the programme beneficiaries (teachers, Headteachers, education staff at the LGA and ward levels, and SMCs) that GPE-LANES has made ***a strong contribution to sector development*** not only in terms of improved learning outcomes in the 3Rs, teachers' abilities to teach in a resource-poor environment, and the increased involvement of communities and parents in children's learning, but also in terms of unintended effects, such as children's eagerness to go to school, their more active participation in the classroom, and an improved relationship between children and their teachers.
- Field level testimonies are reinforced by the fact that ***two key outcome indicator targets for the programme were reached***, the Primary School Leaving Exam (PSLE) Pass Rate and Girls PSLE Pass Rate, with targets set at 72% and 79% respectively.
- The ***training provided to SMCs*** was the first skills-development support offered to SMCs since 2003, greatly benefitting trainees' understanding of SMC roles and responsibilities and improving their capacity to plan for the use of Government grants.
- The ***School Quality Assurance Framework*** reflects a revitalized approach to school quality assurance (SQA) which moves away from a 'policing' approach to compliance-based school inspection, and emphasizes continuous

support at the school level (management, pedagogy, community engagement, etc.), to improve student retention and student learning outcomes. The new SQA also provides inputs for EP4R DLRs 8.1 and 8.2.

- The ***Primary Record Manager (PReM)*** e-registration system was piloted and rolled out in record time, reaching all 26 regions and 186 LGAs; over 97% of the data has been uploaded and a total of 8,735,398 pupils of standard I to VII from 17,482 schools have been registered.
- A previously neglected area, ***CSO participation in community engagement***, has been enhanced through SIDA's support to the CSO network, TENMET, improving its capacity to implement IR 3 and to play a longer term role in coordinating CSOs' implementation of Government funds.

In addition to the above, **our key findings** are as follows

Main findings in relation to programme **RELEVANCE**:

Though GPE-LANES was a good 'fit' with the ETP and partially aligned with the current ESDP, the legal framework for both policy documents is incomplete. While the programme was highly relevant to the needs of the sector and implementation has picked up considerably since 2016, the many changes made during GPE-LANES programming suggest a weak planning 'culture'. In theory, there is a logic in LANES programming between its planned outputs and outcome-level results. Nevertheless, without a clear, Government-led strategic vision, the GPE-LANES 'theory of change' did not translate easily into practice.

Key lessons learned:

- In an ambiguous policy and planning context, the notion of 'alignment' – whether at policy level, or in terms of programming, or with regard to the implementation of activities - has been open to interpretation and the term is loosely used by stakeholders, with sector dialogue around shared commitments to education development remaining indecisive.
- An uneasy relationship between planning and decision-making arguably results in a wavering strategic vision for the sector and fractured Government ownership of this vision; this has implications for results-based financing, where the MDAs' grip on DLRs requires a shared understanding of high- and low-risk results, as well as engagement in the verification procedures.
- Without a clear development vision at policy level, a gap grew between the programme's theory of change and the practice of implementation, and GPE-LANES focused on the latter rather than on fundamental change in the way the system works; this points towards the need for institutional and organizational capacity development.

Main findings regarding programme **EFFECTIVENESS**:

Many GPE-LANES achievements in terms of implementation were driven by strong leadership at several levels and sector dialogue was strengthened during the implementation of GPE-LANES, post-MTR. Nevertheless, non-achievement of objectives was largely due to programme coordination, which was viewed by stakeholders as not *consistently* inclusive over the entire programme cycle. This said, programme coordination was itself compromised by its sector dialogue context and as we shall see in our discussion on programme impact, several negative external factors affected both GPE-LANES performance, as well as sector development, overall. Moreover, though GPE-LANES adapted well to changing external conditions, particularly in view of the need to speed up implementation, as we shall see, deep-rooted risks remain unaddressed.

Key lessons learned:

- The coordination of multiple implementers for GPE-LANES, in terms of inclusive and accountable decision-making, relied on current sector dialogue structures. The programme was built on rocky terrain.
- A lack of clarity regarding parents' and SMC's roles in relation to the fee-free basic education policy – for example, regarding community contributions for school meals - has negatively affected teaching and learning in schools; a restatement of policy intent may be required for important drivers of teaching-learning performance, including school meals, to function.
- The somewhat arbitrary nature of LANES re-programming raises the possibility that, in the absence of dialogue to manage change, decisions may have been taken by the LCU under pressure from either MDAs or from DPs, or from both at the same time.

Main findings for programme **EFFICIENCY**:

Resource management, including transparent and accountable resource use, improved significantly over time. The programme was highly flexible and this had pros and cons, and coordination with other similar interventions encouraged complementarity, providing a foundation for MoEST to create further synergies. Nevertheless, while the operational effectiveness of GPE-LANES was evidenced by collaboration between MDAs, policy-backed clarity about roles and responsibilities is still lacking.

Key lessons learned:

- In addition to ensuring, from the start, a clear integration of the programme and Government budgets, future GPE programming may consider issues of sequencing and process management. This was not the case, for example, in a tendering process for textbooks that was out of sync with distribution processes and the training of teachers, which may have reduced value for money and the effectiveness of teacher training, and thus programme impact.
- A flexible programming approach requires inclusive, Government-owned strategies that are collaboratively executed by sector stakeholders. MoEST is in a good to position to optimize existing synergies and create new ones. It is important however, to strike a balance between: geographical coverage on the one hand and system-strengthening on the other; and between quick-win innovations on the one hand and standard-setting and quality control on the other.
- Effective collaboration between education MDAs, and with other ministries, is a prerequisite for GPE-LANES programme efficiency; indeed, collaboration,

coordination and communication are likely to become even more important as the Government increasingly engages with results-based financing.

Main findings in relation to **IMPACT**:

While there is evidence of the programme's contribution to sector development, the problematic M&E framework – and baseline - has inhibited the production of substantive evidence. The findings from the field-level interviews paint an overall positive, though fragmented picture of the achieved program results. On the one hand, the training and capacity building of key beneficiaries (teachers, Head Teachers, and SMCs) have most likely contributed to improved performance. On the other hand, the procurement and distribution of textbooks and teacher guides to accompany the revised curriculum has not proceeded smoothly. Field-level beneficiaries' largely positive view was offset by the negative perceptions of stakeholders at national levels. While timely measures have been taken to mitigate many unplanned negative impacts, several foundational challenges remain.

Key lessons learned:

- Our analysis of the field results raises the question of equity in the distribution of resources and the support provided to schools in different areas, with respondents in Rukwa - one of the lowest performing regions on the 3Rs assessments - consistently rating the usefulness and relevance of LANES interventions lower than the respondents in Geita, which is one of the highest performing regions.
- Flexible programming has led to a problematic GPE-LANES baseline, underscoring the wisdom of developing a robust M&E/results framework during, not after, the programme's design-phase, and ensuring that re-programming takes place within that framework.
- Several of the MTR's recommended mitigating measures which have not yet been initiated are fundamental challenges, probably because they are particularly difficult to address in the current policy context. Future programming may need to reflect on 'push' and 'pull' factors for reform: is GPE-LANES/GPE 2 the driver of reform or should it function more as a platform for sector management and leadership to ensure lasting change?

Main findings regarding programme **SUSTAINABILITY**:

GPE-LANES leveraged knowledge and skills in various ways, to introduce a 'package' of 3Rs reforms; but a minimum package of reforms has not yet been stabilized for change to be sustained. The extent to which the programme was embedded in local and institutional structures was limited by, among other things, a partial understanding of those institutional structures and how they work. Efforts to build individual and organizational capacities could be extended to include institutional capacity development for sector-wide planning and management.

Key lessons learned:

- While systemic reform may be grounded in an understanding of *what* is useful, ideally triggering dialogue on *how* to maximize useful interventions, a weak, 'ME&L culture', with an emphasis on the 'L' (learning), accompanies the sector's weak planning 'culture' mentioned above.
- Attempts to institutionalize programme management, must be grounded in a prior understanding of (a) the policy-level readiness of national institutional structures to manage and coordinate the process of reform; *and* (b) the political

economy of the *sector-wide* dialogue structures, i.e. the ESDC, vis-à-vis the LEG, for they are not entirely the same thing; this understanding, as well as measures to mitigate a "micro-managing" external approval process all have repercussions on GPE's forthcoming move to results-based financing.

- A recommendation of the MTR remains relevant: 'consider different alternatives for TA for LANES, based on a thorough analysis' (MTR Report, 2016).

In sum, given the scale of the challenges GPE-LANES has faced on a systemic level, it is difficult to state that the programme resulted in lasting change. But it has made a start. In the final analysis, while GPE-LANES has made gains through accelerated implementation, its shortfalls are inextricable from the sector's systemic weaknesses. Consolidated, sustained reforms in equity and learning depend on sound programming; and the latter is grounded in partnerships and a strong education system. This evaluation confirms a need to invest in the latter and suggests that *future programming strikes a balance between consolidating reforms – taking a selected few of these further - and helping to reinforce the system*, *overall*.

Building on the above lessons learned, our **recommendations** assume that MDAs and Development Partners share an ambition for greater coherence, more effective partnerships, and harmonized aid assistance within the education sector, and they are organized in two dimensions:

- Recommendations for stabilizing reforms in core areas, taking forward the gains made by GPE-LANES; these are addressed more immediately to those responsible for GPE-LANES and GPE 2 programming (**Annex 6** offers details specific to each recommendation, to inform GPE 2 design); and
- Recommendations for an efficient education system in the medium/longer-term; these are addressed more generally to sector stakeholders, specifically relevant MDAs and DPs.

1. ***Stabilizing the reforms***

1.1. Invest in a Baseline Phase of programming. To 'grow ownership' of GPE 2, we recommend that those responsible for GPE 2 programming include a 'learning'/design-consolidation phase of the new plan. Ideally, this should follow a High-level Executive Meeting, to discuss the timeline for submission of the Grant Application. The Baseline Phase may serve as a launch pad recommended processes for 'systems strengthening' (see Section 4.2). It should include: (i) high-level 'round-table' discussion to establish a strategic vision for the new programme; (ii) a series of evidence-based thematic stock-taking meetings for partners – including all other DP-supported interventions - to agree on future synergies and how best to optimize these; and (iii) establishment of a sound baseline, a focused results framework/theory of change, a realistic time-frame and aligned financial plans.

1.2. *Link Teacher Development and Teacher Management*. GPE stakeholders should not simply extend 3Rs in-service training for teachers to higher levels in the primary cycle, but rather: (i) embed teacher training in strengthened management processes and procedures for teacher recruitment, deployment, and performance appraisal; and (ii) agree on a scalable model for INSET that is sustainable; consolidate INSET and PRESET within the existing Continuous Professional Development Framework (CPDF), particularly for Kiswahili, English, Mathematics and Science; ensure a focus on improved teaching and learning of early grade numeracy.

1.3. *Develop a national learning outcome assessment framework.* We recommend that MoEST and partners consolidate an evidence-base for improved learning by: (i) reaching consensus on a national 3Rs assessment methodology, building on action-research on a Literacy and Numeracy Assessment Framework (LaNAF), as well as the assessments conducted by NECTA and RTI; and (ii) within the LaNAF, develop and test school-based continuous assessment tools and methods, with operational linkages to the SQAF and CPDF.

1.4. *Further strengthen School Quality Assurance.* MoEST and partners should build on the gains made in quality assurance, by: (i) ensuring the implementation of the SQA framework is not limited to the 3Rs and can, in time, cover the entire Basic Education sub-sector; (ii) forging operational linkages between the SQAF, the CPDF, and the LaNAF; (iii) and developing a financial model for decentralized QA – including support to teachers for school-based continuous assessment - based on scalable unit costs.

1.5. *Establish a strong base for Non-Formal Education.* We recommend that MoEST, PORALG and partners resist implementing a 'business as usual' approach for NFE and instead: (i) clarify the conceptualization of out-of-school children (OOSC), in light of proposed strategies for inclusion; (ii) revisit the conceptualization of NFE in Tanzania in light of the ETP/ESDP strategy for 'multiple learning pathways'; (iii) update and upgrade the existing NFE mapping-and-monitoring database (i.e. LL-MIS); and develop and test a simple prior-learning assessment tool to identify the proficiency levels of OOSC within the LaNAF.

1.6. *Invest in community dialogue as a vehicle for gender-equity, inclusion and accountability.* We recommend that GPE stakeholders build on the gains of 'community sensitization' and invest in community dialogue, facilitated by School Management Committees working together with a CSO network, as an accountability mechanism for, among other things: (i) interpreting policy at grassroots level; (ii) identifying demand-/supply-side barriers to schooling for priority sub-groups of OOSC and at-risk children, as well as community-based measures address these barriers; (iii) developing and testing community-based monitoring tools to measure behavioural and social change.

2. *Systems strengthening*

4.2.1. Support High-level Management in measures to enable *enactment of the revised Education and Training Policy*.

4.2.2. Specifically, vis-à-vis new programming and DLR verification protocols, revisit education sector dialogue structures, to *clarify inter-ministerial and intra-ministerial roles and responsibilities* - including responsibility for change-management strategy built into the new programme – and DP's roles and responsibilities in relation to the above.

4.2.3. *Revisit the role of the GPE Local Education Group (LEG)* by strengthening its relationship to the TWGs.

4.2.4. Revisit the role and constitution of the GPE 2 Coordination Unit, to *contribute to MDAs' capacity development for programme management and monitoring* and link it more closely to the MoEST Sector Coordination Unit, thus reinforcing the 'partnership management' function of coordination, not only information-sharing.

4.2.5. *Improve the management and utilization of education data* by providing a forum for dialogue on data 'harmonization' that moves beyond the issue of software, and by

investing in a collective and systematic process to design a National Strategy for the Development of Education Statistics (NSDES)[1].

4.2.6. Understanding that all the following measure cannot be completed within a single programming cycle, launch *a phased approach to capacity development*, which builds on TA support already provided during GPE-LANES implementation, by : (i) beginning with external TA support for a group of dedicated, incentivised staff – and ensuring the EP4R capacity development plan strengthens business processes such as for textbook printing and distribution; (ii) initiating medium-term measures, such as design of a coordinated, multi-donor capacity development partnership fund (CDP-F) for professional development of all relevant staff (ESDP Strategy 6.3.2); and (iii) through the CDP-F, plan for longer-term measures such as decentralized training institutes for in-service training planning and management for various cohorts of education planners and managers.

Note: It is beyond the scope of this evaluation to comment on the overall GPE financing modality. However, we recommend that those responsible for the next GPE application carefully consider the implementation time-frame required to achieve sustained results in learning, equity and efficiency. This is particularly important given the GPE principle of full programme alignment with national systems, which may slow down programme implementation. As an instrument to take forward sector reforms – which are unlikely to be achieved in 3-4 years - GPE programming should first help to establish a robust platform at country level and go on to promote strong coherence and continuity between GPE-LANES, GPE 2 and potential future programmes by means of a longer-term strategic vision.

[1] The National Strategy for Developing Statistics (NSDS) is a process established by the Paris 21 group (OECD, UN, EC, IMF, World Bank), and the NSDES approach was developed for global use by UIS, within the broader framework; it is currently being used in several countries in the Africa region; Mozambique has recently produced a NSDES.

1 Introduction

1.1 BACKGROUND AND PROGRAMME CONTEXT

The *Literacy and Numeracy Education Support (LANES*) programme was launched in July 2014, with an implementation start date of November 2014 and an end date of December 2018, following an eighteen-month no-cost extension from July 2017. The LANES programme is financed through a Global Partnership for Education (GPE) Programme Implementation Grant (USD 94.8 million). The programme is being implemented by the Ministry of Education, Science and Technology (MoEST) and the President's Office-Regional Administration and Local Government (PORALG).

At policy level, the Education Sector Development Committee (ESDC) has overall oversight responsibility for the programme. The Swedish International Development Cooperation Agency (SIDA) was selected by the ESDC – which functions as the GPE 'Local Education Group' (LEG) - to function as the Grant Agent (formerly Supervising Entity), while the role of Coordinating Agency (CA) has rotated from USAID (co-chair DFID), to Canada (co-chair DFID) and, in 2018, to DFID (co-chair DFID).

1.1.1 The Evolution of LANES[2]

Changes in the programming of LANES have taken place in three stages: since its inception in 2013; following a Mid-Term Review in 2015, which led to the revision of the programme in 2016; and during its implementation between mid-2016 to April 2018. The programme's evolution is outlined below.

Programme Design (2013-14). At inception, LANES was envisaged as a 'national programme targeting especially children in difficult, hard-to-serve areas, and those in vulnerable and marginalized environments'.[3] It was seen as an opportunity to 'build the education system's capacity to provide quality education, including institutional capacities at decentralized levels'. The programme emerged from discussions with a wide-ranging, inclusive group of stakeholders in the Education Sector Development Committee (ESDC), led by the former Ministry of Education and Vocational Training (MoEVT) and SIDA, the then GPE Supervising Entity. Stakeholders at the time included the former Prime Minister's Office Regional Administration and Local Government (PMO-RALG), the former Ministry of Community Development, Gender

[2] This section draws on the LANES Programme Document and Annexes (September 2013), the Results Framework (2014), all available LANES progress reports, the Mid-Term Review Report (August 2016) and the Revised LANES Programme Document and Annexes (November 2016), and the Education Sector Development Plan (2016/17-2021/22).

[3] The identification of disadvantaged and marginalized areas was based on PSLE performance for 2012 and a list of 500 hard-to-serve schools provided by the former PMORALG, as a guide for the location of Satellite Schools; and 'disadvantaged and marginalized children' were defined as 'those living in hard to reach areas, children with special learning needs, children with disabilities, orphans and vulnerable children (OVC) and children from poor families'.

and Children (MCDGC), the Ministry of Finance (MoF), Development Partners (DPs) and Civil Society Organizations.

Out of the six priorities proposed during these discussions, the focus of the programme was selected: literacy and numeracy for all children of pre- and lower-primary ages, in and out of school. Notwithstanding the political economy at the time, which we discuss in Section 2, 'Findings' (see 2.1.1, and 2.1.3), initial programme documentation suggests three points of origin for LANES. It was broadly informed by the achievements and challenges identified by three sub-sector programmes within the overall framework of the previous Education Sector Development Plan (2007-2016), namely the Primary Education Development Programme (PEDP III), the Adult and Non-Formal Education Plan (ANFEDP) and the Folk Education Development Plan (FEDP). These were challenges resulting from the expansion of primary education over the previous fifteen years, taking place at the expense of the quality of primary education, which were perceived as a major threat to 'attainment of the socio-economic targets that are premised on a well-educated population' (LANES Programme Document, 2013).

Secondly, the LANES programme was originally viewed as an opportunity to mobilize additional funds for the under-resourced sub-sector programmes, PEDP III, ANFEDP and FEDP, and address 'the financing gap between what the Government seeks to achieve, and what it is currently and in the near future, able to mobilize internally, even with the assistance of Development Partners and other education stakeholders' (LANES Programme Document, 2013). The programme evolved to function as a geographical 'gap-filler', to harmonize related interventions across all regions in the county.

Finally, LANES was also conceived initially as a 'complement' to the Big Results now (BRN) Presidential initiative, a payment by results modality introduced in January 2013 to achieve 'fast results' (LANES Programme Document 2013); and has evolved to provide inputs for the current Education Performance for Results (EP4R) programme. The BRN priorities for improved literacy and numeracy at lower grades, such as capacity building of school heads and SMCs in school management, are examples of this complementarity. However, as we shall see in Section 2.5, below, the attempted harmonization of projects which use different programming modalities placed a significant burden on programme management.

The original LANES design centred on the following six programme components:

- **Component 1** (61% of the total budget, $58,27mil). *Improvement of Skills in Literacy and Numeracy in Pre- and Primary schools*
- **Component 2** (11% of the total budget $10.86mil). *Improvement of Skills in Literacy and Numeracy in Non-Formal Basic Education*
- **Component 3** (1%, $0.68mil). Promotion of Early Childhood Development for enrolment at pre-primary level
- **Component 4** (5%, $4.72mil). *Institutionalization and mainstreaming of effective ways of promoting literacy and numeracy skills acquisition*
- **Component 5** (19%, $17.90mil). *Strengthen Capacity of the education system and its Human Resources for improved coordination, planning and management in quality education delivery*
- **Component 6** (3%, $2.35mil). *Effective structure for management, reporting, information sharing, collaboration and M&E of the sub sector plans including the LANES programme*

Initial programme design identified a multi-level management structure, embedded in existing governance structures. The ESDC provided overall national oversight, with responsibility at policy level for the LANES programme. Key features of the management structure included the following: day-to-day management of the program was vested in the office of the Director of Policy and Planning (DPP) in the former MOEVT, with responsibility for coordination; a LANES Implementation Committee (LIC) with its Secretariat chaired by DPP with representation from relevant government ministries, civil society, academia and Development Partners; The LIC was intended to work closely with the BRN Ministerial Delivery Unit (MDU) to implement LANES activities under the BRN; at Regional, Council, Ward and School/Centre levels a LANES program Activities Coordination and Implementation Committee (LACIC) was intended to be responsible for day-to-day operations.

In 2014, in line with GPE programming requirements, these components were reformulated and presented as a '**theory of change'**, illustrated by **Figure 1** below. The problematic design of this theory of change, and the subsequent slippage between 'theory' and 'practice', is discussed in Section 3.1 and under 'Lessons learned' 2.3 below.

From the outset, partner coordination has been a key feature of LANES, necessitated by the introduction of several related DP-supported interventions. As discussed in Section 3.3, below, the programme functioned as a 'gap-filler' in terms of geographic coverage, enabling a nationwide approach to 3Rs reform. In 2014, DFID's EQUIP-T project was initiated alongside LANES, operating in 48 out of 168 councils. This project focused on learning at lower grades and the following key thematic areas: improved performance of teachers; strengthened leadership and management of schools; strengthened district planning and management; strengthened community participation and education accountability; and an improved information base to strengthen learning and schooling advocacy. Similarly, USAID's TZ21 Project was being implemented in Mtwara region with an investment focus on lower primary reading and basic skills, while preparations for a new programme (Tusome Pamoja) were underway.

Other Development Partner engagement included support from the World Bank, DFID, and Sweden for the previously mentioned BRN initiative in the education sector; and the One UN, United Nations Development Assistance Programme (UNDAP, 2011-2015), which is currently in its second phase, UNDAP-II. Given the above, the LANES programme document stipulated the need to 'harmonize' with Development Partners, 'to ensure activity and funding allocation to already supported councils and schools is not duplicated'.

Mid-Term Review (MTR). A scheduled MTR was undertaken in December 2015 to assess progress in terms of implementation and more importantly, the effectiveness of the programme up to this period, providing recommendations for improvement. The review combined inputs from an External Review Team; 7 Regional Internal Review Teams; and a Technical Review Workshop. Key findings and recommendations of the MTR – which are briefly discussed in the preliminary analysis below - led the External Review Team to recommend an extension of one year to allow implementation of remaining activities up to September 2018, enabling Tanzania Mainland to make use of the available funding facility and allow time to prepare the application for a second phase of support.

Revised GPE-LANES Programme (2016-2018). Following the Review, the LANES programme was revised in line with the following outputs of the ESDP, endorsed in 2017 and finalized in May 2018:

The current programme continues to pay 'special attention to activities targeting marginalized children, particularly children in hard to reach and hard to serve areas, children with special learning needs, children with disabilities, orphans and vulnerable children (OVC) and children from poor families'. However, the revised programme is intended to engage more with stakeholders at sub-national levels, building on gains made at the national level through a greater focus on *Intermediate Result 3* (*Increased Community Engagement in Literacy and Numeracy*) which was previously neglected; additionally, SIDA has supported the CSO network, TENMET, improving its capacity to implement IR 3 and to play a role in coordinating CSOs' implementation of Government funds.

A comparison of the original programme results framework of 2014 – illustrated by **Figure 1** - and the revised programme's intended results (2016) shows that while the key expected outcome and intermediate outcomes remain the same, changes have been made at output level. Additional outputs are highlighted in bold italics, below. Additionally, several changes were made at activity level.

1. Improved Teaching and Learning of 3Rs for children aged 5 to 13 years, through;

- ***Improved methodology for teaching and learning of 3Rs***
- Increased skills for teaching Basic Literacy and Numeracy
- Increased provision and interaction with 3Rs learning materials
- Increased school readiness

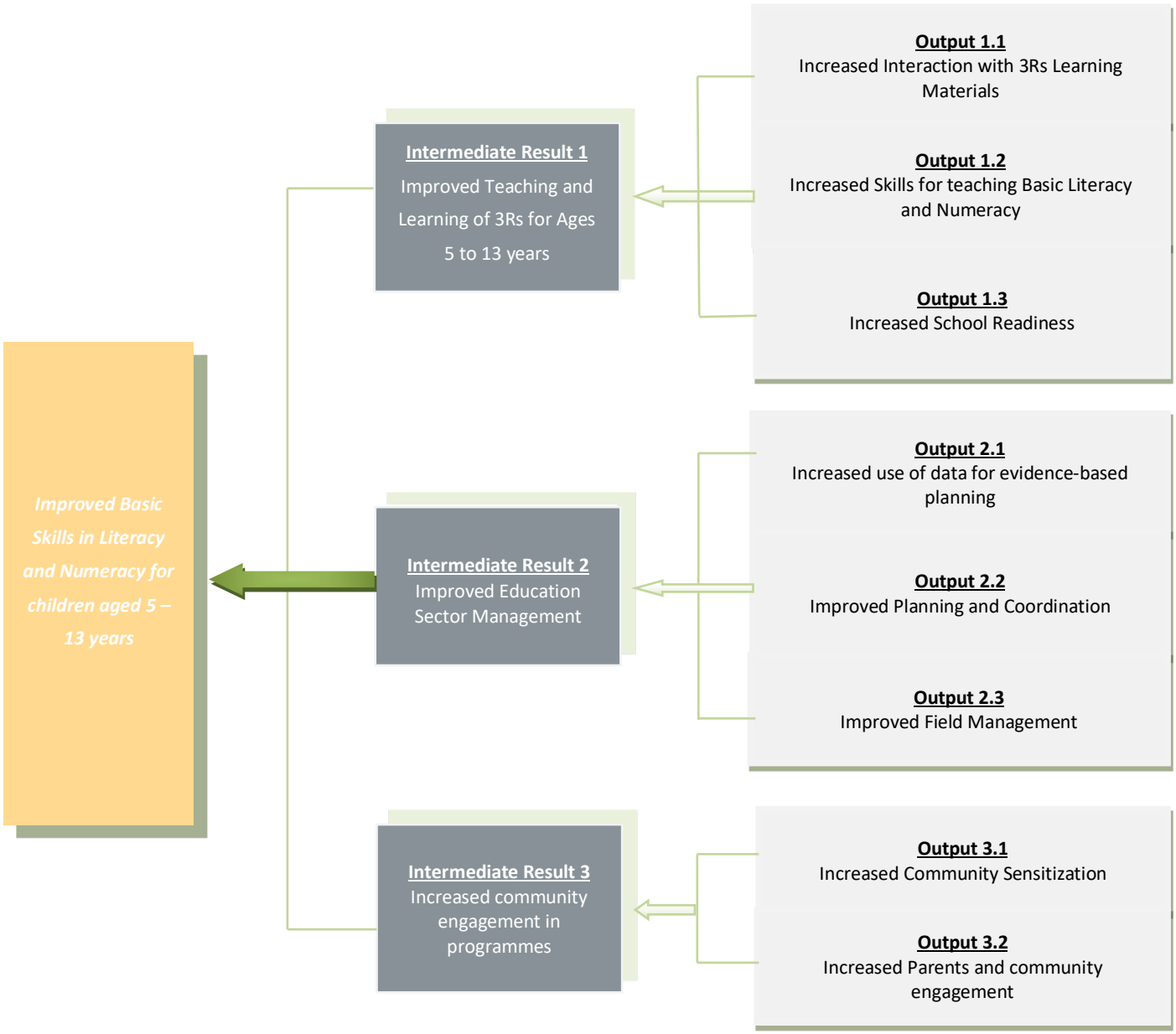
2. Improved Education Sector Leadership, Planning and Management, through;

- Increased use of data for evidence-based planning
- Improved sector planning and coordination
- Improved field management
- ***Capacity development for effective delivery of education services***

3. Increased Community Engagement in Literacy and Numeracy, through: Increased sensitization and community engagement; and increased parental engagement.

While efforts were made to harmonize the various changes within an overall programme framework, the programming evolution of GPE-LANES has had both positive and negative repercussions, as we discuss under 'Findings' (Section 2.3, 3.2 and 3.4).

Figure 1. LANES 'Theory of Change'


Improved Basic Skills in Literacy and Numeracy for children aged 5 – 13 years
Intermediate Result 1
Improved Teaching and Learning of 3Rs for Ages 5 to 13 years
Intermediate Result 2
Improved Education Sector Management
Intermediate Result 3
Increased community engagement in programmes
Output 1.1
Increased Interaction with 3Rs Learning Materials
Output 1.2
Increased Skills for teaching Basic Literacy and Numeracy
Output 1.3
Increased School Readiness
Output 2.1
Increased use of data for evidence-based planning
Output 2.2
Improved Planning and Coordination
Output 2.3
Improved Field Management
Output 3.1
Increased Community Sensitization
Output 3.2
Increased Parents and community engagement

1.1.2 A 'Snapshot' of Performance

Commendable efforts have been made by the LCU to report on progress towards output- and outcome-level results. The most recent semi-annual report for the reporting period, July 2017 to December 2017, shows that the programme has made gains in terms of the achievement of outputs. The following three figures show a summary of activity implementation (completed activities are checked by a tick-mark) under each of the three Intermediate results.

Figure 2. Intermediate Result (IR) 1: Improved teaching and learning of 3Rs for children aged 5 to 13 years

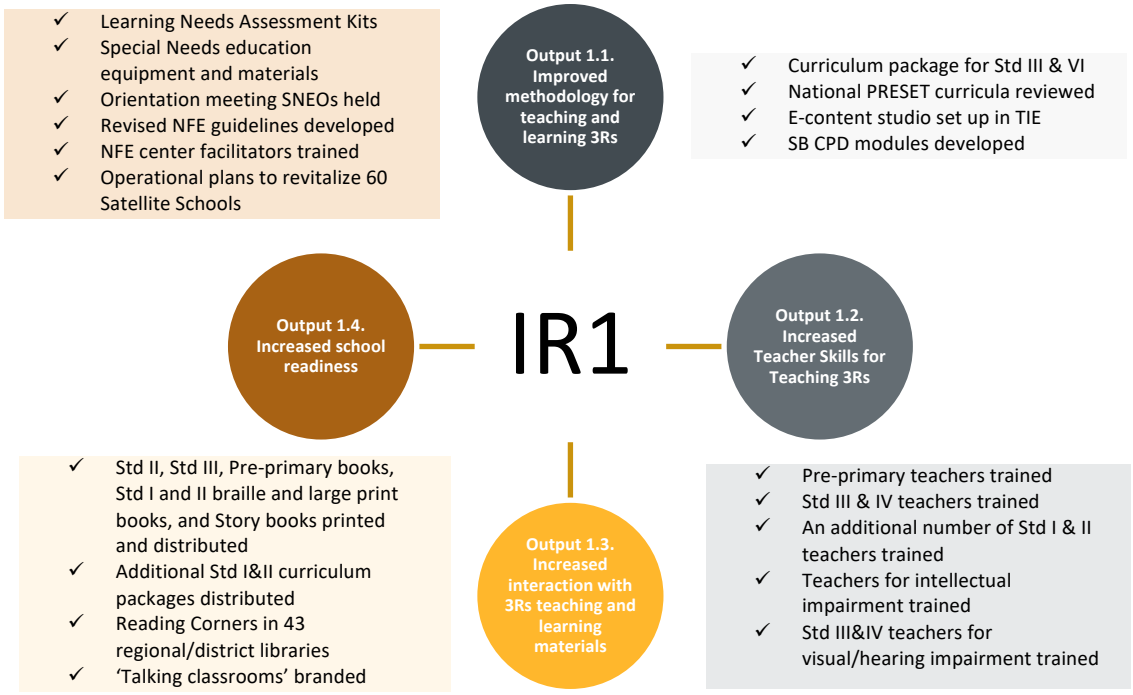


Figure 3. Intermediate Result (IR) 2: Improved Education Sector Management

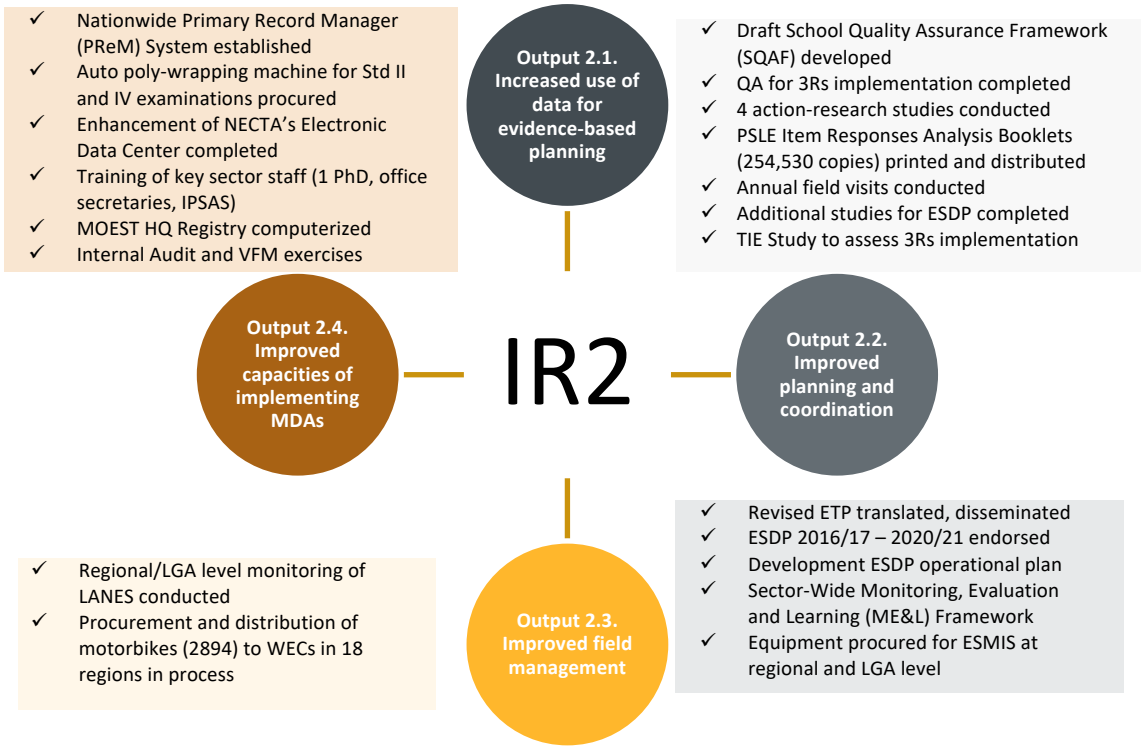
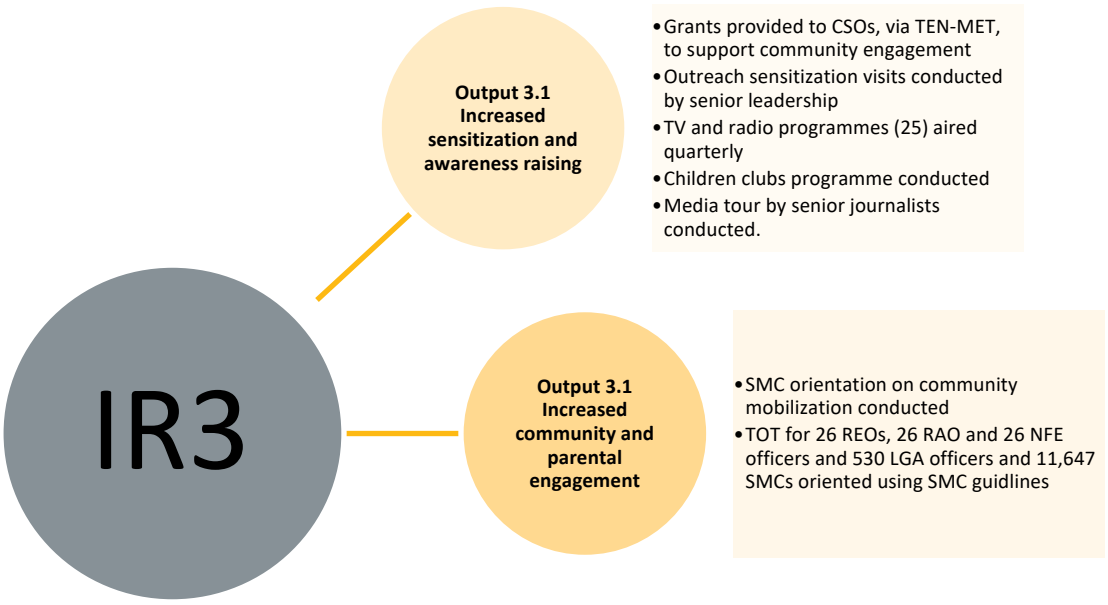


Figure 4. Intermediate Result (IR) 3: Increased community engagement in Literacy and Numeracy programmes



In addition to quantifying the completion of activities, the LCU members assert that the criteria for measuring performance include an assessment of adherence to planned modality proposed, verified through on-site visits; and fund utilization in terms of compliance with guidelines. Performance for IR 1 is rated *'**Moderately satisfactory'***, due to the overall slowness in completion of key action points under Output 1.2 and Output 1.3 (LANES Annual Report, 2016-17). With slightly over 60% of the action points completed the performance for IR 2 is also rated '***Moderately satisfactory'***. (LANES Annual Report, 2016-17). During the reporting period, July to December 2017, the performance for IR3 was '***Satisfactory'*** (LANES Annual Report, 2016-17).

Overall, from the programme's inception to 31st December 2017, half of the action points (54) were completed, while 32% (34 action points) were under implementation and 18% (19 action points) had not started. An analysis using BEST 2016 data and the results of NECTA's 2015 3Rs assessment shows that programme performance has steadily improved since inception. Two key outcome indicators, the Primary School Leaving Exam (PSLE) Pass Rate and Girls PSLE Pass Rate, reached the targets set at 72% and 79% respectively.

In December 2017, the overall increase in programme spending from the previous reporting period was slight (60% to 69%); the reported reason for this was a lengthy textbook review process. However, significant progress was made in terms of: developing frameworks for strengthening quality assurance systems; enhancing availability of quality data through improving the Primary Records Management

(PReM) system; improving children's learning environment at the public libraries; ensuring effective use of special needs equipment by the learners with special needs; and strengthening sector coordination.

On the basis of the above, the most recent report's overall assessment of LANES progress towards achievement the final intended outcome, is that the programme is rated ***'Satisfactory'*** (LANES Annual Report, 2016-17). A detailed summary of programme progress, consolidating all available progress reports is found in **Annex 1.**

1.2 EVALUATION PURPOSE, SCOPE AND USERS

In its capacity as Grant Agent for GPE-LANES, Sweden/SIDA has commissioned this external evaluation of the GPE-LANES programme.

The **purpose** of the evaluation is two-fold, in line with the Terms of Reference (ToR), found in **Annex 2**.

First, it is a retrospective assessment of the GPE-LANES programme. The evaluation discusses the trajectory of the LANES programme from its inception. It analyses the performance of the revised programme (July 2016 to the present reporting period), in terms of the delivery of planned outputs and the achievement of programme outcomes and includes an analysis of enabling factors and challenges encountered at various levels during programme implementation.

Further, looking ahead and drawing on lessons learned from the above analysis, it recommends ways of improving the second phase of GPE programming. In addition to guiding new programme design, which is currently underway, the lessons learned may inform other interventions supported by development partners, as well as sector coordination within the context of operationalizing Tanzania's Education Sector Development Plan (2016/17-2020/21).

The overall approach is to evaluate the programme's three Intermediate Results (IR) and Final Outcome using the OECD DAC criteria, as follows:

- ***Relevance*** of the programme in terms of beneficiaries' needs, education sector policy priorities, and national development objectives;
- ***Effectiveness*** of the programme in terms of achieving planned results;
- ***Efficiency*** of the interventions in terms of use of resources, coordination and programming flexibility;
- ***Impact*** in terms of the positive and negative, intended and unintended effects of the programme; and
- ***Sustainability*** in terms of system capacity, continuation of the positive effects of the programme, including its integration into Tanzania's overall education reform context, as well as its complementarity with initiatives undertaken by other development partners.

The ToR (refer to Annex) include the guiding questions listed below; in the interest of clarity, the questions have been slightly revised. Several of these questions are iterative, approaching an issue such as programme 'adaptability' or 'flexibility' from different angles. The guiding questions were elaborated by means of contextualized sub-questions, drawing on the desk review and preliminary consultations with key stakeholders during the inception phase. The Evaluation Matrix, summarizing all main and sub-evaluation questions is found in **Annex 3**.

Relevance

- Is the intervention in tune with development policies and administrative systems of the Government of Tanzania?
- 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 consistent with the intended impacts and effects?

Effectiveness:

- What were the major factors influencing the achievement or non-achievement of the objectives?
- To what extent is the programme influenced by 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?

Efficiency

- Were the program's resources managed in a transparent and accountable manner?
- How flexible was the program in adapting to changing needs?
- To what extent was the program effectively coordinated with other similar interventions to encourage synergy and avoid overlaps?
- Was the MoEST operationally effective (e.g., structure/operations/governance) in implementing the program?

Impact

- What effects, if any, can be attributed to the program?[4]
- What are the intended and unintended, positive and negative, effects on teachers, students, MoEST and/or other non-targeted communities arising from the program interventions?
- Did the program take timely measures to mitigate unplanned negative impacts?

Sustainability

- Has the program resulted in the leveraging of knowledge and interventions to ensure sustainable impact?
- Was the program successfully embedded in local and institutional structures?
- Has the MOEST and PoRALG's capacity (strategic, operational and financial capacity) been built adequately to continue to deliver the programs' benefits/services? What support has been provided from other partners and programs?

Several provisional evaluation hypotheses, which cut across the five evaluation criteria, emerged from the desk review and are analyzed and discussed in Section 3, 'Conclusions and Lessons Learned'. These are:

[4] In the absence of a counter-factual, we re-interpreted this question to focus on the contribution rather than the attribution of the programme to achieving the final result.

1. Decision-making and inclusive sector dialogue were at odds, limiting policy coherence and the consistent implementation of national education priorities.
2. Significant gains were made in terms of output-level results and activities to train targeted beneficiaries, with some strategic achievements in terms of systems-strengthening and institutional capacity development.
3. Achievement of the programme's strategic results was undermined by a lack of clarity regarding MDA's roles and responsibilities for coordination, resulting in parallel management structures.
4. Efforts to institutionalize GPE-LANES as a national programme are underway.
5. Several but not all reforms introduced through GPE-LANES were sustainably embedded within routine government processes.

There will be a large audience of **users of the evaluation**. It is anticipated that the **primary users** of the evaluation will be the Swedish Embassy/SIDA, the MoEST and the PoRALG, including all 17 participating MDAs and the ESDC, as well as civil society members of the ESDC and the public.

1.3 METHODS

The evaluation adopted a mixed-methods approach, outlined below.

A ***desk review*** of relevant documents (policy frameworks, national education plans, and LANES Programme design documents; programme progress reports, workshop reports, meeting minutes; programme financial reports; programme outputs such as curricula packages, qualification frameworks, etc.; ESMIS education sector data and learning outcome assessment data generated by MoEST, PORALG and NECTA; KPMG's field monitoring reports and Deloitte's rolling audit reports and project/programme documents of related DP-supported interventions).

In-depth interviews were conducted with key informants from MDAs and Development Partner agencies, to prepare for the Technical Evaluation Workshop and probe particularly challenging areas or explore specific areas of potential. A flexible key informant interview (KII) guide was administered by the Team Lead, supported by the National Expert. A list of key informants is found in **Annex 4**.

A ***Technical Evaluation Workshop*** provided a forum for Ministries, Departments and Agencies(MDAs) to discuss key findings (challenges and opportunities) drawn from the desk review, key informant interviews, and field-based data collection. MDAs thus participated in the evaluation through their active engagement in ***focus group discussions (FGD-MDA)*** on the relevance, effectiveness, efficiency, impact and sustainability of the GPE-LANES programme.

The **sampling strategy** for the field-based work, purposively selected Councils, Wards and Schools , rather than aiming to draw statistically representative conclusions. The sampling frame, identified in consultation with MoEST, PORALG, the LANES Coordination Unit, and the Managing Agent, consisted of the regions and schools included in NECTA's learning outcome assessment conducted with LANES support, using low/high performing regions as a selection criterion, and taking account of

regions that are most/least deprived.[5] A target number of 40 primary schools in 4 Districts located in the lowest-performing region (Rukwa) and the highest-performing region (Geita) were selected[6]. To select the schools, all 6 schools included in the NECTA assessment were chosen; and to make up the target of 20 schools per region, additional schools were randomly drawn from the EGRA and EGMA assessed schools, from the same districts as above. **Table 1** below summarizes the types of data collected by level, data sources and numbers of respondents.

A set of ***field-based interview guides*** targeted Head Teachers, teachers, SMCs and LGA officials at school, ward and district levels from the sample of 40 schools in 4 selected District Councils in the 2 selected regions. As can be seen in the Field Results Analysis Report (**Annex 5)**, a set of similar questions – particularly regarding training activities - were addressed to targeted respondents, to ensure corroboration of the evidence from school to Council levels. The four semi-structured interview guides were translated into Kiswahili and used by trained enumerators from NIRAS-TZ. Real time transcribing ensured the reliability of primary data. The semi-structured interview guides for the LGA level respondents and Head Teachers were administered face-to face, while the teachers in the sampled schools were given a self-administered questionnaire. In both cases, the trained enumerator guided the respondents, question by question. The set of questions given to all the respondents were a mix of close-ended and open-ended questions to enable both qualitative and quantitative analysis of the findings. The questions were designed to probe both challenges and achievements, to shed light on enabling factors as well as barriers to achieving the programme's objectives.

The enumerators recorded all the answers directly on a tablet, using the Open Data Toolkit (ODK) and uploaded electronically to a server. The data were exported into an Excel format, processed and checked for errors at the NIRAS office in Dar es Salaam before the analysis was carried out. In addition to the questionnaires, the enumerators carried out eight FGDs with teachers (two in each of the sampled districts), and seven FGDs with SMCs across the four districts. Each FGD was transcribed in full and ready for analysis and interpretation. The fieldwork report indicated a high degree of responsiveness from the targeted beneficiaries.

Table 1. Summary Field-based Data Collection

Category of Respondents	Data Source	Types of Data	Geita	Chato	Sumbawanga	Nkasi	TOTAL
DEOs	Semi-Structured Questionnaire	Qualitative	1	1	2	1	**5**
SLOs	As above	Qualitative	1	1	1	1	**4**
QA Chief	As above	Qualitative	1	1	1	1	**4**
SNOs	As above	Qualitative	1	1			**2**
WEOs	As above	Qualitative	1	1	2	4	**8**

[5] Two constraints should be noted: NECTA's recent 2017 study results are not available at present; and the NECTA study sample targeted 6 schools per region. As a result, the schools included in the USAID-supported EGRA and EGMA study of 2015/16 were also added to the sampling frame in the selected regions.

[6] The sample for Geita was revised immediately before the fieldwork, as 5 schools (1 private school and 4 others which were located in other Districts) had to be replaced.

Head Teachers	As above	Qual/Quant	10	10	10	10	**40**
Teachers	As above	Qualitative, Quantitative	32	62	56	47	**197**
Teacher Groups	Field-Based FGD Guides	Qualitative	2	2	2	2	**8**
SMCs	Field-Based FGD Guides	Qualitative	1	2	2	2	**7**

A ***community case study*** was undertaken in a single school-community. This was a 'deep-dive' assessment, using a combination of methods (FGD, in-depth interviews, and observation)of the effects of GPE-LANES activities on targeted beneficiaries and the wider school-communities in which they work.

Our analysis framework includes: a discussion of key findings across the three result areas, in terms of relevance, effectiveness, efficiency, impact and sustainability; analysis of the evaluation hypotheses, leading to our evaluation conclusions and lessons learned, which are syntheses of findings across the three result areas; and recommendations for future programming. The Final Evaluation Report will be disseminated by the Managing Agent, Coordinating Agency and LANES Coordination Unit, using existing sector coordination and dialogue mechanisms, as well as relevant websites.

1.4 LIMITATIONS

The main limitations of the evaluation were:

- Time constraints, given the need to inform the already-initiated design process for the new GPE programme. This was mitigated by ensuring: an effective division of work between team members; a scope of evaluation and workplan that was pragmatic and feasible.
- Complexity of the programme in terms of the numerous modifications made to the programme design during implementation. To mitigate this, the evaluation methodology included sub-questions to probe the evolution of GPE-LANES, and discussion of the modifications was incorporated into the evaluation analysis. The team also ensured an appropriate sample was defined, paying attention to the gathering of evidence at school, Ward and Council levels, whilst enabling the NIRAS Tanzania data collection team to visit 40 schools in two regions within a 10-day period. The team was able to reach all the selected schools as planned, and within the estimated time frame even though the majority of the schools were scattered. However, as the evaluation was carried out during school holidays some of the questions such as observing students in the classroom could not be answered. Likewise, in some of the schools the number of available teachers was an issue; for example, in Mpata and Wampembe Primary schools there were only two or three respondents.
- The scheduling of the evaluation, which coincided with (a) the end-of-year exams and closure of primary schools at the end of the school year; (b) the annual Parliamentary Budget Sessions; and (c) the annual summer leave period for Development Partners. This limitation was mitigated through the support of the LANES Coordination Unit and the Embassy.

- The sharing of documents by key informants from Development Partner projects (namely, the EQUIP-T project, the TUSOME Pamoja project) was important, but was limited. The apparent reluctance of donor-supported projects to share evidence with the LANES Coordination Unit is an evaluation finding in itself, as is discussed in Section 3, 'Conclusions and Lessons Learned'.
- At the time of writing, the National 3Rs Baseline Study results for 2017 were not available, and the Evaluation Team were not given access to school level assessment data.

2 Findings

2.1 RELEVANCE

2.1.1 Programme alignment with development policies and administrative systems of the Government

The GPE-LANES programme offered a framework for complementarities between different interventions in the same area of 3Rs reform, as well as filling gaps in geographical coverage, focusing on the regions where no partners were implementing (programmes). From the outset, the programme emphasized alignment with national policies. Indeed, at its inception, LANES was particularly well aligned with the components and specific objectives of sub-sector development plans in place at the time, namely PEDP III, ANFEDP, and FEDP (LANES Programme Document, 2013).

Subsequently, the programme was aligned with the Primary Education component of the revised Education and Training Policy (ETP) of 2014. GPE-LANES is specifically relevant in terms of the following policy statements:

- *3.2.3. Enhance efficiency in quality assurance for basic education in the country;*
- *3.2.5. Ensure that the curricula emphasize basic communication skills, reading, writing and arithmetic;*
- *3.2.11. Provide and maintain the use of one textbook per subject at basic education level;*
- *3.2.17. Ensure that Kiswahili, English and other foreign languages are taught effectively and efficiently;*
- *3.2.21. Establish an assessment and evaluation system [including] continuous assessment;*
- *3.3.7. Strengthen knowledge, skills and expertise acquired through the in/non-formal education system;*
- 3.5.7 *Strengthen the management of integrated ESMIS database system at all levels.* (ETP, 2014).

Nevertheless, "the ETP is a policy which is not yet a law" (KII:MDA) [7]. MDA assert that as a statement of Government's intent the ETP contains such anomalies as references to now restructured institutions; "it is a living document and needs to be revisited" (KII: HLM). At the same time, the Education Act #25 of 1978 (amended as

[7] All quotations in this report are drawn from key informant interviews with: high-level management (KII:HLM); national-level MDAs (KII/FGD:MDA); DPs (KII:DP); CSOs (KII:CSO); community case-study respondents (FGD:CCS); and field-interviews/FGDs (FI/FGD).

Act #10 of 1995), which is the legal framework necessary for the ETP to be implemented, has not yet been ratified.

This has had two important repercussions for the sector. First, the clarification of MDAs' roles and responsibilities, particularly those of MoEST and PORALG respectively, has remained in limbo; for example: "What is the role of the Commissioner these days? According to the Act, the Commissioner has the responsibility of oversight and coordination of the sector" (KII:DP). Second, GPE-LANES programming, and indeed the preparation of the ESDP (2016/17-2020/21) has taken place in an uncertain policy environment: "is education free, or is it fee-free?" (KII:CSO).

Following the Mid-Term Review (MTR), efforts were made to align LANES with the current ESDP. Like the ESDP operational plan, the LANES programme is now mainstreamed into the current Medium-Term Expenditure Framework (MTEF). But it is important to note that LANES 'alignment' with the ESDP is primarily at the level of *outputs*, which are drawn from the ESDP log frame (Figure 5.1, pg. 75, ESDP, May 2018). The numerous relevant *strategies* under Priority Programme components are not reflected in the revised GPE-LANES programme, following the Mid-term Review. Some examples of such ESDP strategies are:

- *Revise the strategy for the recruitment, deployment and retention of teachers;*
- *Expand teacher training college capacity;*
- *Devise and implement campaigns to change the public perception of the profession;*
- *Develop a teacher education curriculum framework for enhancing proficiency in priority areas (including maths, science, English and early years)*;
- *Collaborate with LGAs to implement cost-reduction/compensation/incentive mechanisms including cash-transfers, direct subsidies or school feeding programmes*; and
- *Prepare and enact a new Education Act which incorporates recent developments such as fee-free basic education and the shift to a 12-year compulsory basic education structure of 1-7-4'* (ESDP, May 2018).

A limited engagement with the recent ESDP, however, can be seen in GPE-LANES programming for 'school readiness'. In the ESDP, school readiness refers, first, to a strategy targeting parents' awareness of timely entry to pre-primary; and also, to a strategy for a community-based monitoring system, to identify OOSC of pre-primary and primary age.

An intended result of GPE-LANES is Output 1.4, 'Increased School Readiness'; but as scrutiny of the activities , conducted during the desk review suggests, the activities lack coherence and appear to be a cobbled together patchwork of interventions in the area of Special Needs Education, the training of Non-Formal Education facilitators, and engaging communities in 'revitalizing' Satellite Schools.

The partial alignment of GPE-LANES with ESDP strategies has arguably undermined the programme's contribution to policy coherence. We also found the notion of 'alignment' to be open to interpretation, overall. As one respondent put it, "alignment should mean how a project or programme's commitment to results speaks to the Government's planned results, building on existing systems and reinforcing capacities as you go along" (KII: DP). But "there is alignment and then there is alignment" (KII:MDA), for this is a term that is used loosely. Indeed, it is an indication that the

dialogue around shared commitments to education development may be built on uncertain terrain .

2.1.2 Relevance of the programme to the specific needs and priorities of the education sector and its beneficiaries

Stakeholders participating in the evaluation workshop asserted that several GPE-LANES results have been highly relevant to the priorities of the education sector. Examples, extracted from FGD results presented during the evaluation workshop, include the following.

The ***in-service training for the revised curricula*** (see **Annex 1** for details) "has been very fruitful – training some 60,000 teachers, for the first time in Tanzania's history, [was] no joke" (FGD:MDA). This was reinforced by our field-level results (see **Annex 5** for details), showing strong consensus among the programme beneficiaries (teachers, Headteachers, education staff at the LGA and ward levels, and SMCs) that GPE-LANES has made a strong contribution to improved teaching and learning of the 3Rs. Teachers were asked to rate the relevance of the training along several dimensions, on a scale of low to high (5 being the most positive). As **Table 2** shows, overall, the average scores are high; though teachers in Nkasi and Sumbawanga Districts, Rukwa found the training less useful.[8]

Table 2: Ratings by trained teachers regarding the overall relevance of the training

District and # of teachers interviews	Average ratings
"Training addressed the problems I face when teaching 3Rs"	
Chato: 42	4.4
Geita: 15	3.9
Nkasi: 38	3.6
Sumbawanga: 31	3.5
"Training Content was relevant to 3Rs"	
Chato: 42	4.4
Geita: 15	4.3
Nkasi: 38	3.7
Sumbawanga: 31	3.5
"Training provided key skills"	
Chato: 42	4.6
Geita: 15	4.4
Nkasi: 38	3.5
Sumbawanga: 31	3.5

[8] Our analysis of field results shows that respondents from Nkasi and Sumbawanga Districts - both in Rukwa region - consistently generated the lowest scores in the questionnaires. This corroborates the EGRA/EGMA and 3Rs Assessment results, which identified Rukwa as the lowest-performing region.

The ***training provided to SMCs*** was similarly well-received by workshop participants, being the first skills-development support offered to SMCs since 2003. ***Annual field visits*** were viewed as being more targeted than previously, when they were "mostly ceremonial" (FGD/MDA). The ***School Quality Assurance Framework*** reflects a revitalized approach to school quality assurance (SQA), formerly referred to as school inspection, which moves away from a 'policing' role to SQA which intends to support the school in improving the quality of teaching and learning. The ***Primary Record Manager (PReM)*** e-registration system was piloted and rolled out in record time, reaching all 26 regions and 186 LGAs; over 97% of the data has been uploaded and a total of 8,735,398 pupils of standard I to VII from 17,482 schools have been registered. The sector's new ***Communication Strategy*** is an important step forward and will enable the dissemination of the ESDP operational plan, in order that LGAs plan in line with ESDP priorities.

In addition, the Adult and Non-formal Education (A/NFE) sub-sector received much-needed, timely resource support: ***NFE centers*** (1502, reaching 81.6% of the target) were found to be operational during a joint verification conducted in 2017 by MoEST and PO-RALG (LANES Annual Progress Report, 2016-2017); ***revised NFE guidelines*** (32,000 copies) were developed, although these were printed and distributed in only one region, Mara; and 1840 center ***facilitators were trained*** in use of the NFE guidelines, receiving retrospective payment. Likewise, the previously neglected Tanzania Library Service Board (TSLB) received support, to establish ***3Rs reading corners in 43 Libraries at regional and District Levels*** (**Box 1**)

Box 1. Tanzania Library Services Board: "Falling between the cracks"

The TLSB is badly under-resourced, with 75% of its development budget coming from international philanthropic organizations such as Book Aid International, or in-kind donations from Tanzanian publishers. "The TLSB provides a valuable service but we are forgotten, even though in order to register, new schools must have a reading corner/library in place" (KII:MDA).

Notwithstanding the gains made, TLSB support exemplifies three general features of LANES, discussed further in following sections. (1) Given LANES' intended outcomes, well-equipped libraries are highly relevant but the TLSB was not included in original programming; its recent inclusion in LANES is evidence of the benefits of flexible programming. (2) The fact that it was a late addition, and no baseline was established, makes it difficult to measure the effect of the intervention, beyond the fact that a number of libraries were equipped. (3) A possible reason for the TLSB initially being "left out" is that it was assumed the Department of Primary Education was already engaging with library services; but with a lack of clarity on roles and responsibilities between ministry Departments and its institutions, the TLSB is "falling between the cracks" (KII:MDA).

As we discuss in following sections, many changes were made to GPE-LANES programming during implementation. These were, arguably, made in line with the sector's changing priorities; "The programme was responsive and so, it was relevant" (KII:MDA). But the continually evolving programme design of GPE-LANES may be rooted in a broader issue; while planning capacity-building was, and continues to be, supported, the "planning *culture*" (KII:DP) for the sector remained weak.

On the one hand, results-based planning may be seen as a technical decision-making process but one in which 'results' are superimposed on government planning processes; UNESCO's experience in developing the ESDP – which took place with inputs from GPE-LANES - is an example of the tentative ownership of a strategic planning process (**Box 2**).

Box 2. The ESDP development process

While the time-frame for the Education Sector Analysis (ESA) and ESDP development was short the development process resulted in "a robust document"; "The process was highly consultative and participatory" including a National Technical Team of dedicated staff drawn from all education sub-sectors (KII:DP). The chosen modality for capacity development – i.e. participation of the Team in workshops conducted outside Dar es Salaam – "was strongly appreciated by Government staff, particularly with regard to the Simulation Model"(KII:DP). Nevertheless, the number of 'dedicated staff' dwindled considerably during the process. Other challenges encountered during the process, included:

- "The lack of credible data for 2015, resulting from the introduction of multiple data systems";
- "A less-than-open sector dialogue" and "interference of GPE in the process"; and
- "Delays in political endorsement of the final draft" (KII:DP).

As acknowledged during the MTR, MDAs by no means consider the ESDP an 'alien' document (MTR Report, 2016). It should be noted however that the process to finalize the ESDP has taken almost 2 years, in part due to the termination of TA support provided by UNESCO. However, this may be construed as evidence of a painstaking process to ensure Government ownership of its strategic plan; or it may be a reminder that such ownership should not need to be built up, but should rather be the bedrock of technical decision-making.

On the other hand, a 'political' decision-making process, driven by the allocation of funds, may take place in parallel, with (technical) strategic planning. This uneasy relationship has implications for programmes engaged in results-based financing. Where BRN focused on a few results, EP4R has moved beyond that to a proliferation of many DLIs.

But whether few or many, a "balance must be struck between high-risk (outcome level) and low-risk (basic system level and output-level DLRs" (KII:DP). Above all, the definition of DLIs/DLRs is key: "We need a shared understanding on how the variable grant will work; we must agree on the protocol for verification" (KII:HLM).

2.1.3 Consistency of programme activities and outputs in relation to intended impacts and effects

At inception, the Concept Note for GPE-LANES highlighted the importance of being 'simple rather than complicated', 'focused rather than dispersed' (LANES Programme Document, 2013). However, ambitious programming entailed a complex process of comprehensive reform through a huge number (107) of planned activities, unlikely to be achieved over a three-year period. Consequently, disbursement and implementation between 2014 and 2016 was slow (LANES Semi-Annual and Annual Progress Reports for 2015, 2016, 2016-2017 and the Mid-Term Review Report, 2016).

This said, we found the consistency of GPE-LANES programme results to be problematic. In theory, there is a logic in LANES programming between output- and outcome-level results, as illustrated in the 'theory of change' diagram (LANES Results Framework, 2014; see Figure 1, above).[9] Indeed, GPE-LANES stakeholders identified important linkages between curriculum development, textbook provision, and teacher training for the revised curricula, which are all outputs intended to contribute to IR 1. But MDAs and DPs alike agreed that the core elements of 3Rs reform – a 'minimum package' leading to the improvement of basic skills in literacy and numeracy – was not identified.

[9] LANES' design did not discuss the assumptions behind the programme's theory of change, explaining the causal links between results, or present any analysis of how change is expected to happen. These inconsistencies may be because a results-based approach introduced through GPE programming is still a relatively new phenomenon in the national education sector context. Or it may be because of the sector's weak 'planning culture' as mentioned above.

A respondent raised a rhetorical question: "Where was the strategic vision?" (KII:DP). Related to this question is the extent to which Government was able to lead on a strategic vision, "providing direction for DPs to align direct support for the minimum package" (KII:DP). Lacking a Government-led strategic vision, the 3Rs reform was fragmented and piecemeal, as discussed in the following sections. The 'theory of change' did not translate into practice and it is not easy to state how the programme's activities contributed to the achievement of planned outputs and the intended outcomes.

Output 2.1 (Increased use of data for evidence-based planning) is an example of the inconsistency between activities and intended results. Diverse activities were implemented under this output: development of a draft School Quality Assurance Framework (SQAF); development and use of a 3Rs inspection checklist; action research studies undertaken; PSLE 2015 Item Responses Analysis Booklets produced and distributed; annual field visits to review implementation of 3Rs activities; a study conducted by TIE to assess 3Rs curriculum implementation in schools. All of these activities were viewed by stakeholders as relevant to the sector's needs. They have improved the sector's capacities to produce information, particularly qualitative information. But, with the exception of a study to inform fiscal planning during the ESDP preparation process, it is not clear how the activities under this output *increased the use* of data.

Similarly, under ***Output 1.1*** (Improved methodology for teaching and learning the 3Rs), the Std I&II curriculum was revised; this required the subsequent revision of the Std III&VI curriculum, followed by revision of the pre-primary curriculum, which had been forgotten at the outset. But in the absence of the revised national Curriculum Framework, the ultimate contribution of "such a bit-by-bit development" (KII:MDA) by the Tanzania Institute of Education (TIE) is called into question. As one respondent observed, "Why is harmonization of the curricula done retrospectively? It should have been the first priority" (KII:HLM).

The mismatch between the GPE-LANES theory of change and the practice of programme implementation, resulting in part from a weak strategic vision for the programme, also points towards issues related to programme implementation: "There were too many things going on and they didn't add up to anything" (KII:MDA); though implementation reports are shared by the LCU, as another stakeholder put it, "We don't know who is actually implementing so it is hard to see in the maze of things what really changed"(KII:DP). We will discuss some of these issues below, in terms of programme effectiveness and efficiency.

Summary of findings for programme relevance: though GPE-LANES was a good 'fit' with the ETP - responding to changed policy priorities - and partially aligned with the current ESDP, the legal framework for both policy documents is incomplete. The programme was highly relevant to the needs of the sector, particularly following the MTR.

But the many changes made during GPE-LANES programming suggest a weak planning 'culture' and the lack of a Government-owned strategic vision for the programme and the sector, overall. Without a clear development vision at policy level, a gap grew between the programme's theory of change and the practice of implementation, and GPE-LANES focused on the latter rather than on fundamental change in the way the system works, pointing towards the need for institutional and organizational capacity development.

2.2 EFFECTIVENESS

2.2.1 Major factors influencing the achievement or non-achievement of the objectives

In focus group discussions and interviews, stakeholders identified a positive factor influencing the achievement of programme objectives: strong leadership at multiple levels. In Bwawani Primary school, Temeke, an active PTA guided by a dynamic Head Teacher, are enablers for this caregiver: "I am illiterate, but I come to school to request clarifications from teachers why my grandson's performance is dropping"(FGD:CCS). Indeed, our field-level results show that follow-up after 3Rs teacher training depended heavily on the Headteacher's initiative, taking place through internal seminars, debriefing sessions, and sessions where teachers shared experiences with each other (FGD/FI).

Similarly, a former Regional Education Officer (REO) for Geita emphasized the importance of "team work and making sure your officers understand their roles and what they are responsible for". The REO also noted a lack of induction training for regional leadership, which suggests that self-organization and initiative play an important role in the absence of formal training. Geita is one of the highest performing regions in terms of the national 3Rs assessment (NECTA, 2017); while high performance cannot be attributed to effective leadership alone, this is surely a contributing factor.

Likewise, a key factor positively affecting the achievement of objectives at national level is the willingness of high-level management and leadership to take on the role of 'change agent'. An example of the effectiveness of such support is a major national achievement, NECTA's PREM, which benefitted from strong support from high-level management. It may strengthen sector dialogue to periodically include ministry leadership, for example, through "a semi-annual event for dialogue among stakeholders" (KII:HLM).

However, MDAs and DPs agree that a critically important negative factor for LANES programme performance has been the lack of consistently effective coordination, dialogue and accountability. Overall sector dialogue is of course beyond a context beyond the control of the LCU. But there are conflicting views on the role of the LCU itself, in terms of decision-making and budget allocation. For some stakeholders, the lines of reporting and accountability were, and still are, unclear; "No one knows who is in charge of the programme, who is in control" (KII:DP).Yet MDAs expressed a growing appreciation of the LCU: "they are like a stabilizer to regulate surges in the system and prevent fuses" (FGD:MDA); as an LCU member put it, the ministries are "slowly coming to appreciate us" (KII:LCU). This said, the relation of LANES coordination – which is perceived by some as "project management" (FGD:MDA) - in the context of overall sector dialogue - remains problematic. The institutionalization of the LCU is discussed under Section 5.2.

The ESDC is the dialogue structure intended to provide the oversight and alignment of DPs' education programmes. But it has not functioned as well as it could have. This may because DPs approach dialogue with government differently. Some DPs communicate directly with specific ministries on specific projects, rather than through the ESDC, while others stress the importance of government ownership/leadership of an intervention. "Some of us are bad guys and some of us are good guys" (KII:DP)Indeed, from the MDA's perspective, effective dialogue is a two-way process. "Coordination and dialogue have been weaknesses in the past. But DPs need to help us improve coordination by giving us the information on how they can support the sector" (KII:HLM).

Yet several respondents argued for the need for Government leadership of the dialogue process: *"*Partner coordination can only improve when Government is guided by the priorities stipulated in its ESDP rather than ad-hoc offers of financial support provided by individual DP agencies" (KII:DP). An example of the resulting "tense relationship" between DPs and MDAs is the ongoing Human Resource Audit/institutional capacity assessment of TIE which is supported by EP4R but has not yet been shared "because DPs are accused of pressurizing TIE; this is not completely fair but there is some truth in it" (KII:DP). Generally, MDAs and DPs agree that Government leadership of sector dialogue and coordination has been hamstrung by the fractured nature of the dialogue itself.

Fragile lines of accountability have been exacerbated by the current (non-) functionality of the Technical Working Groups (TWGs). Though their ToRs have been revisited, the roles and responsibilities of TWGs are not clear; "each TWG does not know what the other is doing" (KII:DP). The individual TWGs lack a clear agenda and "there is no joint annual workplan for the sector, cutting across TWGs" (KII:DP); as a consequence, "it is hard to see where discussion of LANES implementation could fit into the sector dialogue" (KII:DP). Above all ,those engaged in overall sector coordination stress the need to make sure all the participants actually participate in the dialogue, so that consensus can be reached, and decisions taken.

2.2.2 Contribution of exogenous factors to the programme's outcome

Given the limited time-frame for the evaluation, it was not possible to comprehensively assess the wide range of external factors that may have contributed to the LANES final outcome. For example, we could not explore the positive/negative influence of mining companies in LANES-supported regions such as Geita. In addition, very few LANES partner projects, supported by other DPs – a notable exception being those assisted by Cambridge Education - shared documentation on their project activities. Nevertheless, outlined below are several negative external factors; these add a dimension to the discussion in Section 2.4.1 to 3, below, which is an analysis of the impact of the programme

First, several key assumptions were not 'safe' ones and rather created a more challenging environment for the programme's overall impact. For example, an assumption underlying the LANES programme design was that "the required classroom pupil ratio of 1:40 would be ensured at pre-primary and primary education levels to allow for full utilization of LANES support". As **Table 3** shows, the situation in terms of classroom availability at the primary level barely changed from 2013, with the 2017 classroom pupil ratio of 73:1 remaining well below the required target; latrine and teacher housing shortages barely evolved either; in 2016, the availability of desks had worsened, with all regions facing a shortage (in 2013, 3 had a surplus); but the

situation has improved marginally in 2017; nevertheless electrification of schools has been intensive over the 2013-17 period, reducing the national shortage from 88% to 71.60%.

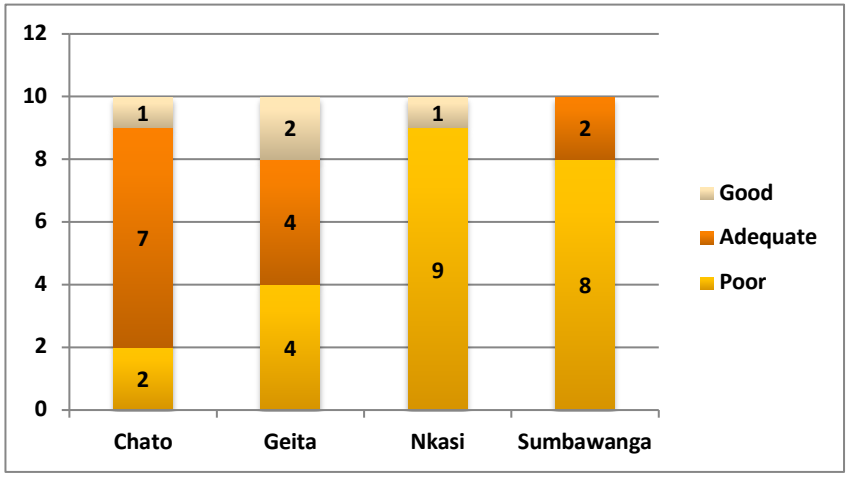
Table 3. Availability of General Facilities and Equipment in Primary Schools

	Classrooms		Pupil Desks		Latrines		Teachers' Houses	Electric power
	Shortage	Ratio	Shortage	Ratio	Shortage	Ratio	Shortage	Shortage
2013	**41.9%**	**72:1**	**24.4%**	**4.2:1**	**60.6%**	**53:1**	**79.0%**	**87.8%**
Regional Min?	14.8%	43:1	-25.0%	2.4:1	22.6%	26:1	59.1%	65.3%
2016	**45.2%**	**73:1**	**38.3%**	**4.9:1**	**57.6%**	**53:1**	**81.1%**	**77.80%**
Regional Min	-0.5%	40:1	8.9%	3.3:1	12.3%	26:1	55.6%	0.0%
2017		**73:1**		**3:1**		**51:1**	**77.20%**	**71.60%**

Source: BEST, 2017.

In addition, a brief trend analysis of the teacher pupil ratio shows the overall availability of teachers at the pre-primary level has worsened (from 1:83 pupils in 2013 to 1:114 pupils in 2017), though many more of them are now qualified (BEST, 2017). At the primary level, the PTR has also increased at the national level (from 1:43 in 2013 to 1:47 in 2017), due to the introduction of fee-free basic education policy which has triggered an enrollment bulge.

Figure 3: Number of Schools according to the overall conditions of the school



In the words of a teacher: "Training on Mastering of 3Rs was very useful but the overcrowded students in classrooms make it difficult to assist each child that is in need" (FGD:CCS). Indeed, our field-level results (see **Figure 3**, above)show that most teachers have implemented the new curriculum in spite of, rather than supported by, their inadequate teaching-learning environment, including big class sizes (more than 120, in some cases) and shortages of textbooks, desks and benches.

A second assumption of GPE-LANES design was that a comprehensive school feeding programme, supported by communities, would be implemented nationwide. This did not take place. Our community case-study in Temeke Municipal Council, Dar es salaam Region, highlighted the policy-related debate around parents' contribution to school meals (**Box 3**).

Box 3. Community Case-study: School Feeding

Research has proven that the provision of daily school meals is an incentive to improve children's attendance, as well as improving children's performance, and addressing social inequalities in education, particularly for girls who are often the first casualty when school dropout decisions are made against a backdrop of hunger at home (www1.wfp.org/school-meals). In Bwawani Primary School, Temeke a well-constructed school kitchen is currently being used by a small business providing teachers' meals, while children buy snacks and sweets from a hive of vendors on the school premises. At the Council level, while LGAs pursue private-public-partnerships for infrastructure, they feel "Food is an issue for parents … this is the job of the SMC, but they fail due to political interference" (FGD:CSS).

On the one hand, "For school-feeding to work you need parents to contribute. The Circular #3 of 2016 on fee-free education is very clear. The Government has removed many costs for schooling but does not provide free school meals. But still there is confusion. "Government needs to state again what it means" (FGD:CCS). On the other hand, even when parents are aware of the content, "if you don't' have food in your home, how do you contribute to the school feeding?" (FGD:CSS)

The GPE-LANES supported training of SMCs has been effective in helping SMCs understand and discuss the fee-free education policy and their roles and responsibilities vis-à-vis the policy and Circular. But "awareness-raising needs to begin with a clear message from the highest levels, delivered through the government structures all through the different levels, taking root in the SMCs supported by a wider group. Otherwise sensitization is without teeth" (FGD:CCS).

Finally, socio-cultural factors, which determine the demand for primary education are important. Although its performance has recently improved, Temeke District, Dar es Salaam, is one of the lowest performing districts for the PSLE. LGA officers argue that low performance in the mock exams is due to the new format of the examinations which neither pupils nor teachers were prepared for (FGD:CCS). But they assert that low learning achievement is also the result of illiteracy among parents and the perceived low-value of secondary education, particularly for girls, both being common constraints to accessing primary schooling. Community awareness-raising on the importance and value of 3Rs is important, but "you need the political leaders to be on board, too" (FGD:CCS).

2.2.3 Programme adaptation to changing external conditions (risks and assumptions).

The LANES programme Risk Analysis Matrix (2014) foresaw several of the constraints raised in the discussion under Section 2.1. **Table 4** below is an extract of the Risk Matrix, identifying some of these anticipated risks. We note that while the likelihood of these risks occurring was mostly identified as being low, our overall analysis suggests that in reality they all turned out to be high-likelihood risks; and similarly, the actual impact of these risks was not low, as anticipated, but high. Interestingly, the MDAs responsible for mitigating measures were numerous, suggesting the need for strong coordination; in the absence of the latter, the mitigating measures were not successful.

Table 4. Examples of anticipated programmatic risks

SN.	Description of Risk	Likelihood	Impact	Actual Impact	RESPONSIBLE
1.	Lack of ownership of LANES	Low	High	High	DPP, LIC, LANES Unit, MDU
2.	Untimely release and disbursement of funds.	Medium	Low	High	Ministry of Finance, LIC, Director for Procurement, Chief Accountant, LCU
3.	Slow decision-making and response to local problems	Low	Low	Medium	PMORALG, LGAs, LANES Implementing Departments
4.	Limited implementation capacity at National level	Low	Low	High	LANES Unit, LANES Implementing Departments.
5.	Weak implementation capacity at decentralized levels	Low	Low	Medium	PMORALG, LGAs, LANES Implementing Departments.

Following the MTR, a number of programming changes were made to GPE-LANES. An additional Output 1.1. *Improved methodology for teaching and learning of 3Rs*, was introduced in response to "the greater emphasis that was later given to the need for improved teaching and learning methodology" (Revised LANES Programme Document, 2016); this arguably mitigates Risk #6 in the table above. Output 2.4. *Capacity development for effective delivery of education services* was added under IR 2, to meet a need for "close monitoring of the required 3Rs curriculum materials development, including 3Rs books" (Revised LANES Programme Document, 2016), possibly mitigating Risk #5 in Table 3.

However, numerous changes were also made at activity level, some of which were changed/expanded activities and others introduced as new activities. **Table 5** below shows that several new activities addressed recommendations emanating from the MTR. For example, a renewed attention to the teaching and learning of children with intellectual, visual and hearing impairment responds to a recommendation to "strengthen the focus on marginalized, vulnerable and special needs" (MTR Report, 2016). Other activities, such as 1.1.4, are anomalous. For example, the curious decision was taken to set up an e-content studio in TIE, even though as the Revised Programme document reports that the lack of e-learning facilities at school level meant that the development of e-learning materials was not practical.

Table 5. Changes made to LANES following the MTR.

#	Outputs	Changed activities (Cancelled/New/Expanded)
1.1	**Improve Methodology for Learning and Teaching of 3Rs**	
1.1.3	Pre-Primary books (6 titles) that align with the curriculum developed printed	Changed to Pre-primary curriculum reviewed
1.1.4	E-content for the 3Rs developed for use in schools	Changed to E-content studio
1.2	**Increased Skills for teaching Basic Literacy and Numeracy**	
1.2.2	Additional teachers (Std I&II) trained based on schools with highest number of students	Changed from Refresher training for Std I-IV
1.2.3	School Based Continuous Professional Development (SB-CPD)	New
1.2.4-5-9	National 3Rs Implementation Guide developed, printed and distributed; Special Needs Education Teachers trained on the adapted 3Rs curriculum; Std III&IV teachers for Visual and Hearing Impairment trained on revised Std III-VI curricula	New
1.4	**Increased School Readiness**	
1.4.2	Education equipment and materials for learners with intellectual and Visual impairments procured and distributed	New
1.4.7	Training for LGA level assessors on assessing learning needs of children prior to enrollment conducted	New
2.1	**Increased use of data for evidence-based planning**	
2.1.5	Action Oriented Research studies to inform on key aspects of 3Rs implementation conducted	Cancelled: International Conferences

2.1.8	Regional and LGA infrastructure and tools for ESMIS established	Changed from: Sector-wide ESMIS
2.3	**Improved Field Management**	
2.2.2	Support close-to-school supervision by WECs	Procurement of motorbikes
2.2.3	LANES activities taking place within the region/LGA monitored and support provided to improve school level implementation	Regional monitoring grants and QA Grants
2.4.	**Capacity Development for Effective Delivery of Education Services**	
2.3.3	Training of key staff in the education sector based on training needs assessment report provided	Changed from Design of Capacity Development Plan
3.1	**Increased Community Sensitization and Awareness Raising**	
3.1.2	Grants provided to CSOs to support monitoring of 3Rs activities at regional level	New

Generally, it is likely that many of these were 'quick win' activities, intended to speed up the rate of implementation rather than being mitigating measures. We underscore two main findings with regard to programme adaptation and risk mitigation. First, changes made in LANES programming throughout the duration of its implementation, and particularly before the MTR, appear somewhat haphazard. This may be because the programme did not include a 'change management strategy'; i.e. pre-planned checkpoints identified during programme design to analyze progress/performance monitoring results and, learning from these, make the necessary adjustment. Indeed, the lack of a change management strategy has resulted in inconsistencies between matrices and planned results from one LANES progress report to another.

Furthermore, related to the arbitrary nature of LANES re-programming is the possibility that in the absence of dialogue to manage change, decisions may have been taken by the LCU under pressure from either MDAs and or from DPs, or from both at the same time. Take for example 'activity' 2.1.8 in Table 3 – which is in fact at least an output-level result, if not an outcome in itself - to 'Strengthen the ESMIS'.

- This began in 2013 as an activity to enhance the sector-wide functionality of ESMIS, by rolling out the Basic Education sub-database (BEMIS).[10]
- Between 2014 and 2016, something called an "LGA-ESMIS" entered the LANES reports. This confusing terminology was perhaps a catch-all label for the parallel decentralized software applications introduced during this period (i.e. the BEMIS using StatEduc 2, the SIS, using an application developed by FHI360/EQUIPT, and a third application produced by a local software developer, SAMARA and commissioned by the former PS, PORALG ,which were competing to scale up as the national MIS for BE.
- Finally, a decision was reached by Government to use the Stateduc2 software nationwide (MTR Report, 2016). Following the MTR, the focus of activity 2.1.8 narrowed, centred on the procurement of Local Area Network (LAN), Wide Area Network (WAN), and ICT equipment to regions and Councils.

Meanwhile, the policy priority, 'Strengthening ESMIS' remains vague and has not been addressed.

[10] It should be noted that the 'ESMIS' was conceived in 2008 as a virtual platform for education sub-sectors and an online reporting portal; as such, the ESMIS is comprised of sub-databases, developed between 2008 and 2010, for basic education (BEMIS), A/NFE (LL-MIS), and tertiary education (VET-MIS, and HET-MIS). It is a misconception to view ESMIS as a database in itself (ESMIS MoU, 2008, and 'Final Narrative Report' submitted to the European Commission, 2010).

Summary of findings on programme effectiveness: Many GPE-LANES achievements in terms of implementation were driven by strong leadership at several levels and sector dialogue was strengthened during the implementation of GPE-LANES, post-MTR. Nevertheless, non-achievement of objectives was largely due to programme coordination, which was viewed by stakeholders as not *consistently* inclusive over the entire programme cycle. This said, programme coordination was itself compromised by its sector dialogue context and as we shall see in our discussion on programme impact, several negative external factors affected both GPE-LANES performance, as well as sector development, overall. Moreover, though GPE-LANES adapted well to changing external conditions, particularly in view of the need to speed up implementation, as we shall see, deep-rooted risks remain unaddressed.

2.3 EFFICIENCY

2.3.1 Programme resource management, in terms of transparency and accountability

The Grant Agreement, signed in May 2014, between the Embassy of Sweden and the Government of the United Republic of Tanzania specified the process for disbursement of the total grant amount of US$ 94.8 million. The schedule for disbursement per the grant agreement (five tranches) is displayed in **Table 6** below; the data are elaborated in **Table 7** details information on the planned budget versus actual expenditure, together with the execution rates for each Fiscal Year (FY) until December 2017.

Table 6. Disbursement according to the grant agreement

S/N	FISCAL YEAR	Date of Disbursement	Disbursement Amount (US$)
1	2014/15	2014-05-22	20 000 000.30
2	2015/16	2015-02-01	19 597 448.54
3	2015/16	2015-08-01	18 616 762.56
4	2016/17	2017-02-01	18 277 282.80
5	2017/18	2017-23-12	18 308 505.80
	TOTAL		94 800 000.00

Source: Semi-Annual Implementation Status Report, reporting period: 01st July 2017 to 31st December 2017

The disbursement for the implementation of LANES activities was intended to comply with the government's standard budgeting procedure, and in line with the Mid-Term Expenditure Framework (MTEF). However, the implementation of LANES activities had a slow start and did not pick up speed until the budget year of 2016/17, following the MTR and the revised programme document.

As indicated by the MTR, LANES budget was not integrated with the MoEST budget for the first year of operation causing a delay in the start of the implementation of LANES activities until the second half of the first year of implementation (LANES Semi-Annual Report 2016-2017). However, as of the FY 2015/16 the full amount of the LANES budget is included in the government budget. Furthermore, in the second year, the disbursement was also delayed by exogenous factors, such as a problem with the budget ceiling, which was later lifted; and a shift in the political leadership in 2015/16, which changed the direction of the political economy with different prioritization, together with disputes surrounding the process of approval of the joint plan by TIE and the MoEST for production and distribution of textbooks (KII:LCU).

Although the first disbursement of 20 million US$ was according to schedule, the slow implementation process initially led to a disbursement rate of only 23% of the planned budget in the FY 2014/15. In the FY 2015/16 the budget execution rate declined to 17% mainly due to the reasons articulated above. As indicated by the much-improved relationship between the planned and actual expenditure in the FY 2016/17, the programme is now on track and is expected to be completed by the end of December 2018. This is also confirmed by the cumulative disbursement rate, which indicates the actual amount spent as a proportion of the total programme budget, equivalent of 94.8 million USD. The cumulative disbursement rate shows that by December 2017 69% of the budget had been disbursed. According to the LANES Coordination Unit, the remainder of the budget, 31% has already been committed and the low disbursement rate for the first half of 2017/18 is only a sign of the usual pattern of low activity levels in the July -September time period.

Table 7. Planned budget and actual expenditure

Reporting Period/ FY	Budget (TSh)	Actual (TSh)	Disbursement Rate	Acc. Disbursement Rate (as proportion of total programme budget)
July 2014 - June 2015 (2014/15)	61 779 140 950	14 063 032 235	23%	9%
July 2015 – June 2016 (2015/16)	130 416 544 405	22 559 300 333	17%	18%
July 2016 – June 2017 (2016/17)	151 966 339 888	86 248 961 489	57%	60%
July 2017-Dec 2017	76 334 189 839	15 297 313 547	20%	69%

Source: Semi-Annual Implementation Status Report, reporting period: 01st July 2017 to 31st December 2017

The initial slow disbursement rate was also accompanied by weak internal control and monitoring of resources. Audit reports indicate that early on there were instances of mismanagement of resources, lack of financial reporting, overspending and improper handling of procurement for workshops and training, most notably the case with the training in Dodoma of the 18 500 Std 1 and 2 teachers. The training was not sufficiently planned for and procurement was not in compliance with the Operational Manual, and there were high fiduciary risks with high volumes of transactions processed in cash. To offset transaction-related risk, payments by ADEM are currently made using MPESA. However, programme management was able to demonstrate that procurement in relation to training activities was done on a competitive basis or provide explanation for single sourcing.

The delays in programme expenditure have also resulted from a lack of clarity on MDAs' responsibility for respective budget lines and the necessary accounting requirements. As reported during the MTR, the MDAs were not sufficiently sensitized in the use of the Operational Manual so extra involvement (day to day management of LCU) was required; in addition, there was inefficient bank transfer as some MDAs had been acting as intermediaries, receiving funds that were later disbursed by another MDA (Mid-Term Review Report, 2016)

It is clear that the initial lack of capacity to manage the process of implementation, unclear audit trails in documentation of expenses and of the activities carried out posed a high risk of fraud, and questions whether the resources were managed at least initially in a transparent and accountable manner. In addition, issues of sequencing and process management, as for instance in the timing of the tender process of textbooks, which was not in sync with distribution to schools and training of teachers, have reduced the value for money and the effectiveness of teacher training, and thus the impact of the programme. This said, the management of LANES has embarked on a steep learning curve, with the team receiving substantial capacity building support from KPMG and Deloitte, financed by the Grant Agent, Sweden. As a result, the government's and LANES' operational effectiveness is improving, along with increased efficiency as evidenced by better financial performance.

2.3.2 Flexibility of the programme in adapting to changing needs

There is a strong consensus among GPE-LANES stakeholders that this was a highly flexible programme. There are, however, pros and cons to flexible programming. A clear benefit of flexibility is that the LANES programme was able to respond to changing demands, changes in leadership, and the changing sector context; "All along, GPE-LANES *needed* to be flexible in terms of design" (KII:DP). But a basic programming principle is that "once you've decided on results, those are the constants, they should not change" (KII:DP). As we have discussed under Section 2.3, above, while changes are most often required at the activity level, these deviations from an intended result are best made via a mechanism to discuss and manage the changes. "Flexibility needed a functioning dialogue structure" (FGD:MDA).In addition, a 'flexible' approach to programming generally requires a clear strategic vision. As several respondents argued, this vision was blurred: "Why include pre-primary curriculum reform from the beginning, then take it out, then add it back in?" (KII:DP). A third prerequisite for efficiency in flexible programming is management that is accountable, ensuring the strategic vision translates into action. Most importantly, flexible programming is grounded in strong governance: "Where you don't have ownership, you get the LCU pulled in different directions" (KII:MDA).

The main disadvantage, then, of flexible programming was this: GPE-LANES ran the risk of becoming a 'shopping-list' of activities. In the absence of clear strategies that were inclusively owned and collaboratively executed by sector stakeholders, the LANES implementation plan and budget was seen by some as a "shopping-basket for a small group of implementers to dip into" (KII:DP). For example, Output 2.4. *Improved capacities of implementing MDAs,* was introduced following the MTR, in order to 'improve systems required for effective implementation of the LANES programme' (Revised LANES Programme, 2016). Several of the activities to achieve this output are extremely important in terms of the sector's institutional capacity, such as the PReM system for e-record keeping. Others contribute to efficient programme implementation, such as an Internal Audit and additional value for money (VFM) exercises. But overall, the list of activities does indeed bring to mind a hastily

assembled "shopping basket" (KII:DP) The linkages are weak between, for example, NECTA's Electronic Data Center, and the training of ministry office secretaries and accountants. As a respondent put it, "Flexibility is ok, but not too much flexibility. Only 10-15% of programme budget should be flexible" (KII:MDA).

2.3.3 Coordination with other similar interventions to encourage synergy and avoid overlaps

UNICEF, TESP, TZ21/Tusome Pamoja, and EQUIPT shared the GPE-LANES focus on improving the literacy and numeracy of early grade pupils. Considering the complementarities, some development partners asserted that gains made - whether by GPE-LANES or by other DP-supported projects - should be viewed as shared results for the sector at large. But for others, the notion of 'alignment' is more limited; one partner objected to being questioned on a given project's details: "Are you evaluating LANES or our 3Rs assessment?" (KII:DP).

Box 4. ***Complementarity between data systems***. NECTA's PREM (under MoEST) is a primary record (e-record keeping) system, supported by LANES and rolled out nationwide. It has strong potential for the further digitization of school records. The School Information System -SIS (PORALG) is a continuous school monitoring system, an innovative pilot supported by EQUIPT. It has strong potential for the further strengthening of data use at school level. Both generate data on school performance that is useful at various levels. Both potentially strengthen the BEMIS, which is managed by PORALG under the overall custodianship of MoEST. But stakeholders argue that "the ministries don't talk to each other about what they are doing and [with regard to data management] the LCU does not bring them together". Indeed, the participation of PORALG was extremely limited in the Technical Workshop for the present evaluation.

Respondents note that there are important similarities, as well as differences, between the systems in terms of: Types of data generated, and periodicity of data generated (annual, quarterly, 'real time'); Types of primary users (HTs, WEOs, DEOs) and coverage (all regions; 13 regions); Software / compatibility with ESMIS software platform; Custodianship (MoEST/NECTA, PORALG/EQUIPT).

Both systems were rolled out without an evaluation and neither has benefitted from an independent cost-benefit analysis. Stakeholders also observed that there is no forum for discussion: "The TWG's are not decision-making bodies, the ESDC is not a forum for technical discussion and the annual JESR is not sufficient. MoEST needs to initiate the discussion on how to institutionalize a single system, integrating SIS and PREM and BEMIS" (KII:DP).

Nevertheless, we found several examples of good synergies between the LANES programme and its partners. Partnership with UNICEF resulted in the development, printing and distribution of School Based Continuous Professional Development (SB-CPD) modules and development of a SB-CPD implementation plan. Similarly, there was strong consensus among all stakeholders that INSET should be close-to-school, if not school-based, delivered with support from the TRCs (KII:MDA/DP, FGD:CC). Another example is the PRESET curricula, reviewed to incorporate the 3Rs, conducted as part of a broader review undertaken by the Canada-supported Teacher Education Support Project (TESP). Last but not least, there is strong potential for a synergistic approach to data systems-building (see **Box 4**).

We found further synergies between the projects themselves; for instance, between Tusome Pamoja and EQUIPT, which are apparently looking for ways to be formally integrated as one. Indeed, Tusome Pamoja is viewed by its project management team as a more sustainable evolution of the EQUIPT approach, taking a "leaner approach" that encourages "volunteerism" rather than relying on decentralized financing to LGAs. Examples of good practice that were tested by partners' pilots include the following: teachers working at school level as INSET coordinators, supported by TTCs; working with ADEM as a resource institute not just as an implementer for training and roll-out; a Parent-Teacher Partnership (PTP) model; laboratories for STEM; working with WECs for school-based quality assurance; and capacity-building for TIE in writing story books for children (KIIs:DP).

This said, while there was significant overlap in terms of LANES indicators and individual project monitoring frameworks, opportunities for resource-sharing between the LANES programme and its partners, particularly regional/district/school-level monitoring, were not utilized. This question was raised: how might good practices be brought together to strengthen ongoing curriculum development, textbook provision, and teacher training? Project partners propose a "round table to share good practice and successful models with LANES for lessons learned; particularly on INSET and school management/leadership" (KII:DP); this is a work-in-progress, to be explored in the 2018, and is one of our recommendations. For their part, MDAs express the need to access and review project performance and evaluation reports, which are "not routinely shared" (KII:MDA).

Generally, it appears that the strategic linkages between projects were "achieved through bilateral discussion" (KII:DP). The processes whereby synergies were created between LANES and DPs' projects were not straightforward. On the one hand: "the Government – and the MoEST in particular – needed to take charge of what was planned to be developed under each project" (KII:DP); on the other, "when our project used a different modality from LANES there was finger pointing against our project, saying we were going against national aims" (KII:DP). Additionally, the delayed procurement of motorbikes has led to considerable disaffection among LANES partners, as it impacted negatively on project monitoring: "Many of us wanted to support decentralized monitoring by providing motorbikes but nobody budgeted for it because LANES was supposed to do this and didn't" (KIIs:DP).

Stakeholders agree that GPE-LANES has been "a geographical gap-filler"(KIIsDP/MDA). This has enabled two things, exemplified by the in-service training for the revised curricula. First, synergies enabled national coverage at output-level and the training of large numbers of teachers has become a source of national pride. Secondly, because the sector was "carved up on a regional basis" (KII:MDA), there was no duplication of 3Rs activities. Indeed, we found the phrase 'there was no duplication' repeated by stakeholders like a mantra.

Nevertheless, while LANES and the programme partners cohered around Intermediate Result 1, they used a range of different in-service training modalities. While LANES adopted centralized training in the case of one INSET session, project partners ran decentralized, short induction-training sessions with strong investment in follow up support; "Don't take them away from school to TTCs or Dodoma, close-to-school training works best!"(KII:DP). Again, whereas LANES opted for collaboration with ADEM as an alternative training modality, other partners delivered training sessions through teacher training colleges (TTCs). In some cases, the same teaching-learning

materials were used but in other cases project partners developed their own methodologies and tools.

We also found a lack of consensus on the efficiency of the peer-training model. On the one hand, peer-training is viewed as a sustainable model, useful where resources are constrained. On the other hand: "We should not divide teachers into a few who are trained as mentors and others who rely on those who have been trained"; and "the Std I-II teacher training was not well planned, there was not enough time and no mentorship" (KIIs:MDA). A key concern that emerged was teacher motivation and morale: "Don't blame the teachers for the decline of education quality; we train them then we abandon them when they have graduated" (KII:HLM).

Overall, for synergies to work well, a balance is necessary between innovations and quick wins on the one hand, and system strengthening, standard setting and quality assurance, on the other. The example of multiple, albeit potentially complementary, data systems is a case in point (see Box 4, above). Both PReM and SIS could fill gaps in the BEMIS. But the current political economic context for data systems-development is toxic.

This is reflected in the conflicting perceptions of the data systems:

> "BEMIS could be dropped if SIS is available country-wide" (KII:DP); "BEMIS is the GoT system which we build on" (KII:MDA). "SIS is more cost-efficient than a school census system" (KII:DP); "SIS is not just about using tablets, it's about meeting, monitoring and reporting; the *system* is discussion of the data" (KII:DP); "I prefer to see PREM incorporating SIS - PREM was developed with national expertise" (KII:MDA); "Sustainability of 'real time' data system? I'm skeptical" (KII:DP). The added value of 'real time' data at national level is "TAMISEMI can see what is going in each school but school-based management takes place in the school, not based in TAMISEMI" (FGD:MDA).

In the absence of productive dialogue around a modular approach to data systems-building, the ESMIS has not been stabilized or strengthened; rather the sector's attention is on "harmonizing" diverse piloted systems which have been introduced since 2014.

3.4. Operational effectiveness of the MoEST and PORALG when implementing the programme

Collaboration between MDAs is a critically important dimension of 'operational effectiveness'. An example of such effectiveness is the collaboration between the Special Education Unit at MoEST, TIE and PO-RALG for training Std I-IV teachers who teach learners with intellectual, visual and hearing impairment. However, it should be noted that the investment in training and materials is undercut by a lack of school infrastructure for children with disabilities, as an 'unfriendly learning environment results in low enrolment (OOSC Survey, 2018). Our field-results show that of the 40 schools visited, only 7 have classes accessible by children with disabilities, and only 4 have accessible latrines; and enrolment figures for children with special needs was low. It is not clear that investment in training for Special Needs teachers was based on a reliable PTR for children with intellectual, visual and hearing impairments.

The School Quality Assurance Framework was also the result of productive cooperation between MoEST departments, University of Dar es Salaam, Dar es Salaam University College for Education, Sokoine University of Agriculture, and Cambridge Education. Benefitting from high-level support, it is an approach that, notably, builds on previous interventions rather than 'reinventing the wheel'; several of its key features - such as the emphasis on school community engagement in quality assurance and the involvement of WECs - echo earlier UNICEF-supported to strengthen SQA (see **Box 5**).

Box 5. A major achievement: The School Quality Assurance Framework

The Framework has been operationalized by means of a comprehensive Handbook, covering all Basic Education levels, intended to be used for Whole School Visits; Special School Visits and Follow up Visits are further steps in the QA process. While the Handbook was piloted at zonal level, most District Chief SQA Officers have been trained in using the new QA methodology, and plans are underway to roll out the training to all SQAs. In addition to the provision of field vehicles, LANES also offered support in terms of vehicle maintenance (repair, fuel, insurance).

Notwithstanding the impressive gains made by the SQA Department, three challenges, identified in the 2010 JESR, remain.

- The implementation and use of formative assessments to improve teaching and learning is included under Domain 2 of the SQA handbook. But there is no standardized methodology for assessing and reporting on continuous assessment; when teachers identify children for remedial classes - as in the case of Bwawani Primary School, Temeke - this is discretionary and the result of good HT leadership, not because of systemic continuous assessment support(FGD:CCS).
- The reporting procedures for SQA are laborious and time-consuming; the utility of manual reporting has been a long-standing issue for school inspection/quality assurance (FGD:MDA);
- It is not clear how a decentralized school-based quality assurance approach may be sustainably financed.

In the past, relations between MDAs and civil society in Tanzania have often been marked by mutual distrust. Given this, the strong recent collaboration with CSOs in implementing activities to achieve IR 3 is an important step forward. Under Output 3.1, a wide range of sensitization activities were delivered in partnership with a network of CSOs, coordinated by TEN-MET with support from Sweden. On the one hand, our field-level results suggest that efforts to raise awareness of the 3Rs have mobilized greater community support, through in-kind contributions and increased parental involvement in their children's learning.

> *"The community has become more active in providing support to schools or centres"; "Parents are helping their children in revising, especially those who don't know how to write and read"; "The communities' involvement and relationship with teachers and the school in general has improved to a large extent; "the community has realized its responsibility to the pupils and the schools regarding LANES"; "The programme has helped in reducing unnecessary conflicts between communities and their school managements"* (FI/FGD: Headteachers; teachers, SMC members, LGA staff).

On the other hand, CSOs report that community sensitization took on a wider significance, becoming an opportunity for debating the role of parental contributions in light of the fee-free education policy (see **Box 6**). Moreover, the levels of community involvement in encouraging attendance and re-entry for children who are out of school are low to medium (FI/FGD). Our analysis of field-results shows that although communities are increasingly aware of the importance of education, only 21 of the 40 schools have engaged in an outreach programme, conducted mostly by SMCs, teachers, HT, WEOs, or village members).

Level of community involvement average ratings in encouraging attendance:

Chato (8 Schools)	4.3
Geita (8 Schools)	3.6
Nkasi (7 schools)	2.6
Sumbawanga (8 Schools)	3.3

Box 6. Sensitization and community dialogue on Self-Reliance

As seen above, the training of SMCs helped to clarify for members their roles and responsibilities vis-à-vis the fee-free education policy. Similarly, the sensitization activities on community engagement in issues related to the 3Rs took on a wider significance. CSOs report that community dialogue came to include the issue of the role of parents in education more broadly. "We were asked to bring clarity between what is fee-free education (*elimu bila malipo*) – what is said in the Government circular - and the campaign promise of free education (*elimu bure*)" (KII:CSO).

On the one hand, the Government had announced that the revised policy is not being implemented because the Education Act is not yet law, so "parental contributions are discouraged" (KII:CSO). On the other hand, "the capitation and development grants are not enough for many schools to function properly" (KII:CSO).

A key finding is this: what is viewed at central level as 'awareness raising' has an added dimension when it taps into the historically significant notion of Self-Reliance, whereby people participate in their own development. Community dialogue is a potentially powerful tool for interpreting policy, locating 'Self-Reliance' in the contemporary policy context and utilizing dialogue between MDAs and parents, facilitated by CSOs, as a launchpad for a deeper understanding of what 'accountability' means.

Notwithstanding the gains made in terms of successful cooperation, a fundamental challenge for the operational effectiveness of LANES is this: clarity on the roles and responsibilities, specifically, of the lead sector Ministry and PORALG. "The splitting of the education sector in a policy and an executive branch led by different Ministries will always demand much more coordination and articulation which is already difficult to achieve between departments of the same Ministry, let alone for two different Ministries" (KII:DP). A sector-wide capacity development plan, preceded by a comprehensive capacity needs assessment, was initially planned to be implemented with LANES support. "This might have helped understand who does what and who *should* do what" (KII:DP). But, as we have seen in Table 5, above, this activity was cancelled.

We also found the roles and responsibilities for departments to be a challenge, confirming reports by the Mid-Term Review Teams. Almost all relevant department and MDAs were included in programming LANES and a detailed Programme Operations Manual was written and subsequently revised. But this did not clarify all the roles and responsibilities for technical, administrative and managerial implementation; delays in programme expenditure may have resulted from the lack of clarity on MDA's responsibility for respective budget lines and the necessary accounting requirements (KII:MDA). Additionally, there was little sensitization on the Operations Manual, resulting in a resistance to change by groups who felt 'left out' of the programme (MTR Report, 2016). While Executive Agencies were up to speed, stakeholders in MoEST departments showed limited understanding what was expected of them vis-à-vis programme implementation, beyond participating in training workshops; this may be because several of those interviewed were new to their posts.

Moreover, "there is confusion about the role of ministry departments and the roles of the institutes; for example, what is the relationship of the Department of Education and TIE in relation to teacher training?" (KII:DP). It is likely that such confusion leads not only to "power struggles" (KII:MDA) but also to a reluctance to share technical expertise between MDAs. "If you have an expert in another ministry they are not shared between ministries and institutes; there is no handover training or peer-training". For example, ministry officials trained by RTI in learning outcome assessment methodologies were not used during the 3Rs assessment. The lack of a mechanism for pooling resources between donor-supported projects emerged as a constraint for harmonization within the GPE-LANES programme framework.

The operational effectiveness of sector ministries, and how they work with other ministries, is likely to become even more important as the Government increasingly engages with results-based financing. "Inter-ministerial collaboration is important for P4R, particularly when a DLR goes beyond the mandate of MoEST and PORALG". The Strategic Management Team (SMT) manages the P4R modality and is an inter-ministerial body, in which all ministries participate actively, given the high financial stakes. The need may arise to revisit education sector structures for management, coordination and collaboration in light of new financing modalities and the wider SMT dialogue.

Summary of findings on programme efficiency: Resource management, including transparent and accountable resource use, improved significantly over time. The programme was highly flexible and this had pros and cons. Coordination with other similar interventions encouraged complementarity, providing a foundation for MoEST to create further synergies. Nevertheless, while the operational effectiveness of GPE-LANES was evidenced by collaboration between MDAs, policy-backed clarity about roles and responsibilities was still lacking.

2.4 IMPACT

2.4.1 Contribution of the programme to sector development

Field-level beneficiaries offered very positive feedback on GPE-LANES's contribution to sector development both in terms of improved learning outcomes in the 3Rs, but also identifying other unintended effects, such as children's eagerness to go to school, their more active participation in the classroom, and an improved relationship between children and their teachers. Moreover, the impact of LANES on teachers' ability to handle the challenge of teaching in a resource-poor environment should not be underestimated (see Section 2.2). Likewise, the increased involvement of communities and parents in schools and their children's education, and increased social cohesion are all very positive impacts.

Some testimonial views from field-level respondents are:

> *"[The situation] changed for sure because most of [the pupils] have now learnt how to read, count and write, unlike how it used to be previously"*; *"There are improvements because when you compare to it the previous year, then changes for the better are there. In the past it was quite not a surprise to find a student coming from grade two heading to grade three without knowing how to read but now that is not the case statistically"; "Previously, a class of two hundred and over twenty students went to third grade without knowing how to read and write, which is not the case now"; "Pupils are curious and enjoy studying"*; *"Pupils master 3R quickly, pupils understand easily because of new teaching techniques"*; "*Attendance has increased, performance has improved and pupils enjoy going to school as they learn by practice"; "Truancy has been reduced because the learning environment is attractive to pupils*" *"* (FI/FGD: Headteachers; teachers, SMC members, LGA staff).

Rewritten. Our analysis of field results partially corroborates the gradual improvement in certain areas of GPE-LANES programme performance as measured against outcome indicators. It may be noted that in 2013, a national baseline assessment was conducted within the framework of BRN to establish an understanding of early grade student performance, as well as contextual school information about teachers and classrooms that would inform the BRN initiatives, and specifically the 3Rs reforms and activities. The results from the 2013 National EGRA/EGMA Baseline Assessment for 3Rs (referred to as the National 3Rs Baseline Study) were disseminated in 2014. These results established an understanding of early grade student performance in the 3Rs across Tanzania.

Table 8 below shows that by 2016 some progress was made against the Early Grade Reading Assessment (EGRA) and Early Grade Mathematics Assessment (EGMA) Baseline of 2013/14; at the time of writing the results for 2017 have not been released. We note an increase in scores on 'reading with comprehension', 'oral reading fluency'; and 'missing numbers'; but pupils' performance declined in 'non-word reading'. Additionally, the PSLE pass rate has increased by 22%, approaching the 2017/18 target of 80%; and the percentage of NFE learners mainstreamed into formal education has also steadily increased.

However, we also note a decline in learning outcomes for: addition and subtraction at Std 2; EGRA-Kiswahili (Zero scores); and EMGA (Zero scores); respondents explained this decline as a consequence of an assessment methodology that "did not fit with our local context" (KII:MDA).

Table 8. GPE-LANES Key performance indicators.

Indicator Description		Baseline (2013/14)	Actual value (2015)	Actual value (2016)	Actual value (2017)	Target value (2017/18)
OUTCOME						
Early Grade Reading Assessment (EGRA) Score at standard II						
Reading with comprehension (Scoring 80% on comprehension test)		*8.10%*	*13*	*12.10%*	*5.4%*	*24*
Oral Reading Fluency (50 correct words per minute)		4.70%	6.50%	6.50%	2.1%	8.50%
Non-word reading (40 correct words per minute)		1.50%	3%	1.30%	0.5%	8%
Early Grade Math Assessment (EGMA) Score at standard II						
Addition & Subtraction		8.20%	8%	7.90%	6.7%	22%
Missing Numbers		8.30%	8%	10.60%	6.5%	22%
Early Grade Reading Assessment (Kiswahili)-Zero Scores						
Reading comprehension		40.30%	37%	25.90%	37%	31%
Oral reading fluency		27.70%	26%	16.10%	24.3%	21%
Non-word reading		28%	26%	17.90%	26.2%	21%
Early Grade Mathematics Assessment-Zero Scores						
Addition and Subtraction L2		43.40%	42%	32.10%	47.5%	32%
Missing Number		10.90%	10%	7.20%	10.8%	8%
Primary Education Key Sector Performance Indicators						
% of NFE learners mainstreamed to Formal Education		*76.80%*	*83.30%*	*84.50%*	*84.7%*	*90%*

Primary School Leaving Exam (PSLE) Pass Rate		*50.60%*	*67.84%*	*70.36%*	*72.36%*	*80%*

The results of the 2017 assessment on EGRA/EGMA declined compared to the 2016 assessment. However, it is important to keep in mind that the deterioration of the results occurred at the same time as the introduction of the fee free education policy, which led to an increase in the average classroom size from 61 to 91 in just one year. Despite the pressure on educational resources that accompanied the fee free policy the results of EGMA/EGRA have been stable with the 2017 assessments being comparable with the results on the 2013 3RS study.

A further assessment (referred to as the National 3Rs Assessment) was conducted by NECTA in 2015, using the additional module The National Baseline Study and NECTA's 2015 assessment, both comparable in terms of instruments approved by the Government, both utilizing a reliability test score (Cronbach's Alpha), as well as coverage (Standard 2 class pupils in primary schools across the same 11 education zones).

Table 9 shows the National 3Rs Assessment results, indicating a slightly improved trend in reading and writing tests. But the results for Arithmetic reinforce the Baseline Study results for the Third 'R', cited above; there has been a 5.28% decrease in Arithmetic from 2015 to 2017, suggesting an urgent need to focus attention on early grade learning in numeracy.

Table 9. NECTA's 3Rs Performance Assessment for 2015 and 2017

Year	Reading		Writing		Arithmetic	
	Number of Pupils	%	Number of Pupils	%	Number of Pupils	%
2015	5385	89.87	5288	88.32	4918	82.28
2017	5826	90.13	5486	88.86	4770	77.00

Source: NECTA 2017 3Rs assessment report

The GPE-LANES outcome indicators and baseline are problematic. Multiple early grade learning assessments suggest a lack of consensus between stakeholders at the design stage, despite the effort to ensure comparability; "how do the two datasets speak to each other? (KII:MDA)". Our analysis highlights the following observations:

- MDAs report that the rationale for the additional assessment was ostensibly the need to focus more on the Tanzanian context; for example, "In the 3Rs assessment we don't want to measure speed in reading but see if the children can actually read" (KII:MDA). It is possible, however, that Government ownership of the assessment results was the issue;
- NECTA acknowledges that "Our 3Rs sample was not representative" and was determined by budget constraints. Different sampling strategies highlight the urgent need for a national representative sample that is endorsed by all stakeholders.
- To complicate matters further, a different EGRA/EGMA baseline was used by Tusome Pamoja; this was because the project needed a greater degree of disaggregation.

- An efficient pooling of scarce technical and financial resources, as noted above, underlies a national representative sample and coherent methodology, but such measures were limited.

Furthermore, the 2013/14 baseline is problematic for some indicators in Table 3; for example, the number of operational NFE Centres was not established as part of the baseline and required verification by a team of ministry officials, which significantly delayed the payment of trained NFE facilitators; additionally, it was not clear to the trained facilitators that the honorarium/per diem received was intended to be shared with other non-trained facilitators (FGD/CCS). Additionally, while pre-/post-training assessments were conducted for some INSET sessions, there is no baseline to measure the effects of teacher training in terms of behavior change; "Behavior change of teachers takes time but can be measured if it's kept simple" (KII:DP).

Overall, we found that stakeholders agree on the importance of using evidence such as learning outcome assessment results to guide and deepen the reform of 3Rs teaching and learning. "The science of improving learning is not rocket science; we don't need fancy tablets and we don't need to make the evidence complicated" (KII:DP). But stakeholders also highlight the need for greater, sustained support for capacity building in analyzing and using data, as well as forging linkages between data sources. For example, the poor results in numeracy require deeper analysis to know *why* children struggle with the third 'R', arithmetic, and what can be done to improve these learning outcomes. At the same time, such analyses can be linked to targeted research; indeed, the study 'Promoting Reading and Arithmetic Skills among Standard I and II Pupils in Tanzanian Primary Schools: The Role of Home and Classroom Environment', conducted with LANES support, is a case in point; the research findings revealed a positive change in reading and arithmetic skills when supported by well-established communication through a shared diary, used by a teacher and a pupil's parents.

2.4.2 Intended and unintended, positive and negative effects on programme stakeholders

Our field-level results highlight the positive impact of the ***3Rs in-service training for teachers***. All 40 Headteachers interviewed said that teachers have developed new skills, including: using more participatory and child-centered approaches, managing students with diverse learning abilities, developing lessons plans, and the identifying students with learning difficulties. "*Teaching techniques have changed, attendance has increased, and teachers are motivated"*; "*Teachers are more able to manage and monitor the classes with more confidence; they can now prepare better lesson plans and can teach the new curriculum accordingly*" (FGD/FI).

Similarly, the vast majority of the teachers (126 of the total 196 surveyed teachers) who have received training on the new curriculum claimed they have become more confident, and more motivated, and more creative in delivering sessions, designing locally relevant learning materials:

> *"The training has given us confidence to teach, the teachers work together to improve the 3Rs, it has helped us to be creative according to the environment"*; *"There have been changes in teaching techniques, creating teaching tools and learning materials." "We have a more conducive and friendly teaching environment and pupils learn practically"* (FGD/FI).

Teachers and Headteachers were asked to rate the effectiveness of the training in terms of new skills developed, using a scale of low to high (5 being the most positive). Overall, the ratings confirm that the training has in many ways improved several of the skills needed to be an effective teacher, with average ratings close to 5 in Chato and

Geita (see **Table 10**, below). However, catering for students with special needs and learning disabilities is still a major challenge for teachers in the districts of Nkasi and Sumbawanga.

Table 10: Teacher and Head Teacher ratings of new skills developed

District	Average	
	HT	Teachers
"Teachers have greater mastery of the subject content"		
Chato	4.9	5
Geita	4.4	4.7
Nkasi	4.2	4.0
Sumbawanga	4.0	3.4
"Teachers are better at creating lesson plans"		
Chato	4.6	5
Geita	4.4	5
Nkasi	4.1	4.4
Sumbawanga	3.9	4.1
"Teachers have a different way of teaching the students"		
Chato	4.9	5
Geita	4.5	5
Nkasi	3.7	4.1
Sumbawanga	3.8	3.9
"Teachers have new techniques of helping students with learning difficulties"		
Chato	4.9	5
Geita	4.4	4.7
Nkasi	3.4	4.0
Sumbawanga	3.6	3.2
"Teachers are more creative in designing teaching resource materials"		
Chato	5.0	5
Geita	4.6	5
Nkasi	4.0	4.1
Sumbawanga	4.2	3.9
"Teachers are confident in teaching the new curriculum"		
Chato	4.9	4.9
Geita	4.3	5
Nkasi	3.6	4.2
Sumbawanga	3.7	3.7

The peer-learning model met with mixed reviews. On the one hand, LGA and Ward officers asserted that the training has increased collaboration amongst teachers.

> "*It has strengthened relationships between teachers whereby trained teachers train other teachers"; "These programmes have helped a lot to increase the number of resource persons, to train other teachers within their localities"; "Currently, the Town Council is using the LANES*

trained teachers to groom secondary school teachers"; "Teachers share experiences and have a networking on how to create teaching tools" (FGD/FI).

At school level, on the other hand, the constraints to peer-learning included a lack of time and disruption from teaching duties, as well as the fact that "it is not as effective as being trained by a tutor since important aspects will be lost" (FGD/FI). Importantly, several interviews revealed that teachers resent being taught by their peers, whom they see as having benefitted in ways that they have not.

Moreover, as **Table 11** below shows the level of teacher's awareness of the SB-CPD modules was patchy, with Nkasi and Sumbawanga Districts – both in Rukwa, the lowest-performing region in the 3Rs assessments - scoring relatively low. However, almost all the teachers who used the modules found them 'useful', and 51 of 125 teachers (40%) found them '***very*** useful'.

Table 11. Level of awareness of CPD modules and its usefulness for daily work:

District	# of respondents	# Aware of the CPD modules	# Not aware of the CPD modules	If aware, Average Ratings		
				Not very useful	Moderately useful	Very useful
Chato	62	54	8		20	34
Geita	32	31	1		22 (one blank)	8
Nkasi	47	21	26	1	16	4
Sumbawanga	55	19	36		14	5
Total	**196**	**125**	**71**	**1**	**72**	**51**

Our field-level results revealed that several fundamental challenges were encountered in terms of the ***preparation, printing and distribution of textbooks.*** These included: a delay in the textbooks reaching schools; insufficient numbers of textbooks supplied (1 per trained teacher, so in some case, 1 per school); and poor print quality with many printing errors, requiring the return of some books (FGD/FI). This said, in August 2018, TIE reports that the textbook-pupil ratio is currently 1:4.

Opinions diverged on the content of the textbooks. Some respondents said the large number of images in the books are an improvement on the old textbooks: *"For example, when you tell a child that a pineapple looks like this, instead of living in a world of imagination the child has the chance to see a picture of a real pineapple, which makes the learning process easier"* (FGD/FI). Other respondents felt the books were "not relevant" and "shallow", or "too difficult for students to understand", not taking into consideration the child's age, or they did not include enough exercises for the students (FGD/FI). Yet the development of learning materials may have had an unintended negative effect on the teaching of the 3Rs in some cases. As one of the FGD participants angrily said:

> *"I think that before the distribution of these new books the government should be very keen, and they should revise these books over and over again before they bring confusion […] the difference between the summary of topics and the content in the books is very huge, which only makes the teacher's work plan even more difficult" (FGD/FI).*

In terms of the impact of training for ***quality assurance of implementation of the 3Rs curriculum***, our field-level results show that coverage of school inspections was patchy

and the national target of 80% has not been reached, overall. While all schools in Geita were inspected regarding progress in implementing the 3Rs curriculum, only 50% of the schools in Chato, and as low as 20% and 25% of the schools in Sumbawanga and Nkasi, respectively, were visited. The field-interviews confirm two well-established facts. First, a basic challenge for school inspection/quality assurance is the geographical accessibility of schools and the availability of rough-terrain vehicles (FGD/FI); a measure to address this challenge has been the procurement of vehicles through joint GPE-LANES and EP4R support. Second, while most of the sampled schools received some school-inspection feedback, this is often limited to verbal reports, as handwritten reports are cumbersome for both the reporter and the reader (FGD/FI).

Field-level results reveal that the ***field management training of LGAs/WEOs*** may not have been systematically planned and implemented; of the 23 LGA/Ward officers included in the sample less than half had received any type of training during the last three years. In one district, Chato in Geita Region, none of the officers interviewed had been trained recently. This said, there was a high level of satisfaction with the training for those who benefitted from it: on a scale from 1 to 5, the average rating was 4. Constraints included: the short duration of the training; the high trainee-facilitator ratio and *"trainings should be continuous not short term"* (FGD/FI).

The ***training for Headteachers and SMCs in school management*** was carried out relatively effectively. Field-level results show that within the last three years, 17 of 40 Head Teachers have received training in school management, covering topics such as the responsibilities of the school management committee, education policies, how to write school strategic plans, and how to supervise the school's administrative, financial and other school resources. The training was regarded as useful, with ratings of 4 and 5 by the majority of trainees.

> *"I learned how to write a school strategic plan and became more aware of the responsibilities and limits of the school management committee"; "School management means following up with parents and insisting parents bring their children back to school"; "Head of schools can now lead teachers well and involve their staff in decision making"* (FGD/FI).

We note two particularly important intended positive effects. First, all but four schools (all in Rukwa) now have a school development plan in place for 2017/18. Most schools have strategies for monitoring progress of the 3Rs and addressing problems including meetings with parents to solve truancy issues, establishing remedial classes; *"We have weekly R3 meetings with the Ward Officer to share progress, challenges and how to overcome them as well as monthly evaluations to identify pupils who haven't mastered the 3Rs"* (FGD/FI). Second, all but five schools (all in Rukwa) have been provided with the school management kit, which is rated very highly (5) by most Headteachers. "*It gives me direction on how to manage school, it shows work descriptions for teachers and the SMCs, it shows different education policies "*; *"It shows me how to supervise and what to do on financial management, on how to involve the community in school development"* (FGD/FI).

The training was also considered very useful by SMC members for their involvement in school affairs. For instance, *"we members of the committee did not know how to have proper strategies on how to plan for the whole year but after this we knew how the school should be run"; "the training was of great importance, it has enabled us to understand our duties and responsibilities at schools. Secondly the training has given us wider view on how to spend government grants as required."* However, the duration of training may not be sufficient for the SMC members to be fully effective. FGDs with the SMCs showed variations in the members' competencies in dealing with school

management issues, particularly in terms of prioritizing budget items and guiding decision-making. Moreover, there are reports that grants given to the Headteachers are not used for designated purposes or that there are conflicts between the head teacher and some teachers when it comes to the issue of funds. *"When funds are given to the respective teacher he or she regards the fund as his or hers"* (LGA/Quality Assurance).

It should be noted that the overall positive impact of activities at the school and community levels are offset by the programme's perceived unintended negative effects at the national level, as discussed above. The weak strategic direction for IR1, the impact of delayed motorbike procurement, and the uncertainty surrounding data systems-development are examples. But these effects are not merely a reflection of the effectiveness or efficiency of GPE-LANES programming . Underpinning these unintended effects are the deep-rooted challenges facing the education sector in general: weak sector dialogue, a fraught political economy and institutional/organizational capacity gaps.

4.3. Timely measures taken to mitigate the unplanned negative impacts

The Mid-Term Review (2016) identified several unplanned negative impacts of the GPE-LANES programme. Many of these were conclusions which are reinforced by the findings of the present evaluation, as outlined above. The Review also recommended a number of measures to mitigate these negative impacts. In this section, we discuss actions taken to implement these mitigating measures.

Several of the recommended measures have either been achieved or are in process as outlined below.

- The alignment and coordination of other implementing partners supporting the 3Rs has been improved and there is greater collaboration between the LCU and the Policy and Planning Division, MoEST, as we shall see below. The LCU has also established a closer collaboration with PO-RALG, including open communication between Government officials in Dodoma and the national LCU in MoEST.
- Additionally, LANES activities and budgets are now included in the MTEF and the capacity strengthening of implementing agencies in sound budgeting, planning, procurement, and best practice internal controls is ongoing. The Operations Manual has been revised, but it is not clear that further sensitization of MDAs on established procedures has taken place.
- The focus on children who are marginalized, vulnerable and, notably, children with special needs has been strengthened. Efforts to reinforce at the local levels the achievements to date through engagement with CSOs and communities are underway. A mechanism of initiating and providing 'direct funding to schools', including piloting guidelines and capacity development, is being set up.
- Quality Assurance by MoEST has been greatly enhanced; but a review of the roles and responsibilities of the QA Department vis-à-vis implementation through PORALG has not taken place. An assessment of the capacities and mandate of TIE is underway, including for textbook development, production, procurement and distribution. Efforts are being made by the Coordinating Agency (CA) to align 3Rs-focused interventions in the context of the sector-wide ESDP.
- Last but not least, the Managing Agent (MA) is playing a more hands-on role in assisting the Government by leveraging technical support to institutionalize

good practice in Public Financial Management, and in enabling funding for CSOs to play their role in LANES implementation.

This said, several of the MTR's recommendations for key mitigating measures *have not yet been initiated.* These are deep-rooted challenges which are likely difficult to address in the current sector context. They are as follows:

- Reinforcement of the ESDC's national oversight responsibility at policy level for the whole education sector, and responsibilities of the TWGs to provide technical input and advice, for more inclusive policy dialogue, knowledge management and monitoring (MTR, 2016).
- A re-examination of the *overall* management, decision making structures and oversight of LANES. The 'establishment of a LANES Implementation Committee (LIC) with representation from relevant government ministries' (MTR, 2016) has not taken place. The management structure proposed by the MTR Team was discussed during the MDA Technical Workshop and the overwhelming consensus was that such an LIC is "additional bureaucracy" (FGD:MDA); moreover, the LCU is at present fully integrated into the Department of Policy and Planning, MoEST.
- Capacity building to improve data management and data use for evidence-based planning in view of a sector-wide ESMIS.

Summary of findings on programme impact: While there is evidence of the programme's contribution to sector development, the problematic M&E framework – and baseline - has inhibited the production of substantive evidence. The findings from the field-level interviews paint an overall positive, though fragmented picture of the achieved program results. While the training and capacity building of key beneficiaries (teachers, Head Teachers, and SMCs) have most likely contributed to improved performance, the procurement and distribution of textbooks and teacher guides to accompany the revised curriculum has not proceeded smoothly. Field-level beneficiaries' largely positive view was offset by the negative perceptions of stakeholders at national levels. While timely measures have been taken to mitigate many unplanned negative impacts, several foundational challenges remain.

2.5 SUSTAINABILITY

2.5.1 Programme's leveraging of knowledge to ensure sustainable impact

It is too soon to say that GPE-LANES has brought about lasting change, given the entrenched and ongoing challenges faced by the education system. Nevertheless, the programme has made a good start in initiating a process of reform through the production, dissemination and communication of information and skills.

A sustainable intervention is "home-grown, home-baked and home-consumed" (KII:DP); important steps have been taken to strengthen 'home-grown' national policy-targeted research and development, a collaborative area that has been somewhat neglected by the sector. Coordinated by the University of Dodoma, four action-research studies were undertaken by Tanzanian researchers: (1) 'Promoting Reading & Arithmetic Skills among Standard I & II Pupils in Tanzanian Primary Schools: The Role of Home and Classroom Environment'; (2) 'Improving pupils' reading fluency in early grades through teacher professional development in five selected districts'; (3) 'Enhancing Early Grades reading and listening comprehension through E-Content'; (4) 'Development of a Literacy National Assessment Framework' (see **Box 7**).

"Sustainable impact happens when you involve the system and the people operating that system so that it grows with the process" (KII:MDA). In this sense, the outputs and activities under IR3 are examples of "bringing knowledge about 3Rs to the people" (KII:CSO). Besides the sensitization activities delivered by a group of CSOs, coordinated by TEN-MET (Box 6, above), other awareness-raising activities included: outreach visits by senior leadership, including the Deputy Minister for Education, to sensitize communities about the 3Rs; TV and radio programmes on thematic issues; community sensitization through Children's Clubs; and a media tour by senior journalists to document the implementation of 3Rs intervention and increase support from the media.

Similarly, Output 3.2 engaged in knowledge-as-skills development activities through the orientation of SMCs on community mobilization, focusing developing SMC's understanding of their roles and responsibilities, Whole School Development Planning, and development of an annual calendar for parent-teacher meetings. A cascade model of training – the ToT targeted 26 REOs, 26 RAO and 26 NFE officers and a further 530 LGA officers – was adopted, and 11,647 SMCs (a total of 151,411 members) are reported to have received orientation, with 2 copies of the SMC Guidelines per school (45,000 copies) distributed nationwide.

Box 7. Summary findings and recommendations of the 4 action-research studies.

The findings of the studies include:

- A positive change in reading and arithmetic skills when supported by well-established communication through a diary used jointly by a teacher and members of the child's homes;
- Improved pupils' reading and listening comprehension competency and increased teachers' ability to teach through e-content, with testimony from parents that the use of tablets led to pupils' increased motivation for reading, waking up early to school, and sharing of stories at home; and
- Fluency development lessons (FDLs), addressing the teachers' and pupils' challenges through researchers' mentorship, improved teachers' competencies in teaching reading fluency and pupil's learning outcomes in reading fluency aspects.

Recommendations include the following: (1) MOEST/PO-RALG should strengthen training on 3Rs for teachers teaching in Standard I and II, focusing not only on pedagogy and curriculum adaptation but including teacher-parent-partnership; (2) The production of e-content from curriculum print textbooks into electronic books and uploading them into Tujifunze Classroom Learning Management System (T-CLMS) should be scaled up to improve the availability and accessibility of reading materials in electronic form; (3) The pre-service teachers' education curricula should be revised, introducing strategies for teaching reading fluency and in-service training programmes should be based on pre-identified teachers' competency needs.

The above studies focused on specific innovative approaches to reform the teaching and learning of the 3Rs. However, a fourth study entailed a more macro-level change: development of a ***Literacy and Numeracy Assessment Framework (LaNAF)***, offering standardized benchmarks for national examinations, classrooms assessments, and assessment conducted by CSOs.
A key recommendation is: the MoEST own and adapt the Literacy and Numeracy Assessment Framework (LaNAF), to guide schools in the formative assessment of learning and to set standards that have to be achieved.

Given their very recent implementation, the impact of these communication efforts is difficult to state. TEN-MET's Concept Note identifies three expected results: (1) Parents and communities are informed and engaged to improve Literacy and Numeracy for their children; (2) Participation and engagement of CSOs in complementing implementation of LANES at the local level is increased; and (3) Functionality of school management and school committee is enhanced to promote literacy and numeracy.

It will be important to measure the nuances of change in terms of community/CSO/parental 'engagement', using carefully designed tools that do more than capture an increase of numbers. If these awareness-raising approaches are well-documented and assessed in due course, they may inform the sector's Communication

Strategy, which is being developed with EP4R support, as well as yielding lessons learned for future collaboration between MDAs and CSOs.

In short, the GPE-LANES programme has taken timely steps to improve the production and communication of knowledge. However, the question remains: in which ways has this knowledge been *used* to advantage, leveraging lasting change? "A sustainable programme is adaptable, bringing in good practices introduced from outside the system" (KII;MDA); a 'package of 3Rs reforms' has been introduced by GPE-LANES, but this package has not yet been stabilized. Indeed, as one respondent argued, a minimum package has not even been agreed on by sector stakeholders. "On the one hand, USAID and DFID say you 'can't have one size fits all', each innovation has its own benefits. But we need agreement on a minimum package of nationwide 3Rs reforms" (KII:DP).

We draw attention to one respondent's take on sustainability: "sustainability happens when things are useful" (KII:DP). Macro-level, systemic reform is surely grounded in an understanding of *what* is useful; which then ideally triggers dialogue, leading to consensus on *how* to maximize the useful intervention. Yet the sector's weak 'planning culture', noted above, goes hand in hand with a weak, 'M&E and 'learning culture'.

2.5.2 Extent to which the programme was embedded in local and institutional structures

During this evaluation, respondents generally interpreted the term 'embedded' to mean implementing programme activities through Government processes, decentralized structures, and Governmental Agencies.

For example, GPE-LANES aligned with the Government procurement system and utilized existing business practices to print and distribute learning materials. While the transport of textbooks was tendered, the distribution was done by the LGAs. Consequently, under Output 1.3, large numbers of Std II books (5,057,142 copies, reaching 92.63% of the planned target), Std III books (5,392,794 copies), Story books (7,835,670 copies, 25 titles) and Std I and II braille books (approximately 20,000 copies) and large print text books (4400 copies) were printed and distributed to all schools. As we have seen in section 4.2, however, the processes to achieve the intended result 'Increased interaction with 3Rs teaching and learning materials, were beset with difficulties.

Similarly, under Output 2.3 (Improved Field Management), the monitoring of 3Rs activities was done by LGAs; 26 Regional Secretariats and 126 LGAs from 19 regions (with the exception of the EQUIP-T supported regions) and received grants for monitoring and supportive supervision to schools. Likewise, a regional/LGA meeting to operationalize routine regional planning was implemented with GPE-LANES financial support. Nevertheless, although LGAs have "made follow up" using the monitoring Guidelines provided by GPE-LANES, it seems that schools, whether in urban areas (FGD:CCS) or remote, rural areas (KII:CSO) remain without textbooks and Teachers Guides.

On the one hand, the support provided for all these interventions was well received: "We could not have done this without LANES" (FGD:MDA); "LGAs need such planning support" (KII:MDA). However, stakeholders agree that such financing of routine decentralized planning, monitoring, and supervision may be difficult to sustain; "the business processes are not the problem; the MDAs' ability to execute these processes is" (KII:MDA). A proposed 'way forward' is "development partner co-financing of core Government business through such financing modalities as EP4R" (KII:MDA). This, however, would be "a short-term solution" (KII;DP).

In 2016, the Mid-Term Review found 'the necessary linkages between implementing MDAs, particularly between MoEST and PORALG, and between the latter and the LCU, were not enough to fully embed LANES as a Government programme' (MTR Report, 2016). Almost two years later, we found that, in principle, LANES programme management arrangements were intended to work through the existing education sector governance and dialogue structures. Yet, for many stakeholders the embeddedness of the programme was equated with the fact that the LCU was housed within the MoEST. While the LCU was physically located in Government offices, this limited interpretation of the term recalls a comment on the concept of SB-CPD: "school-*based* doesn't mean just using the school as a *venue* for activities, it means that we want to maximize all resources available at school level" (KII:DP).

We found that in fact, GPE-LANES continued to work like a "project, with its own project team" (KII:MDA). As noted above, the multi-stakeholder LANES Implementation Committee (LIC) was never established. Instead a two-person LCU, originally conceived as a risk management strategy intended to strengthen DPP coordination capacities, has been expanded through the external recruitment of officers with previous NGO project management experience. Meanwhile the position of National Coordinator is held by a Government Official with experience of diverse DP interventions (e.g. UNICEF's IMIS project, BRN-PMU, Sustainable Development Goal 4 Focal Person, etc.).

Previously, the LCU moved beyond its coordinating role to play a technical and managerial role not foreseen in the programme. The current LCU, however, has a much stronger collaboration with the Director of Policy and Planning, in terms of decision-making. Yet, it would seem that the LCU continues to take up much of the Policy and Planning Division's management burden, coordinating the programme across ministries and all departments and agencies engaged in LANES. In addition, the LCU appears to backstop PORALG coordination efforts at the regional and council levels, where LGAs are LANES implementing partners. As a high-level respondent put it, "What option is there? We are overloaded" (KII:HLM).

Nevertheless, the LCU remains the *LANES* Coordination Unit. Members of the LCU themselves attest to their "rough experience" of trying to entrench themselves in Government structures; "they need to see us as part and parcel of the government, and

not as outsiders" (KII:LCU). At the same time, the only real handover of skills from the LCU to Government officers appears to be in the form of sharing programme documentation, of which there is a lot. Ironically, it is in the lack of any kind of 'succession plan' that the LCU seems to embed itself in institutional processes and structures.

It may be argued that the continuing struggle to graft the programme onto institutional structures points is, in part, a reflection of the ways in which the GPE Secretariat, Board and Committees work with national ministries. We have three observations in this regard, emerging from our interviews and discussions with both MDAs and DPs. First, the Government's willingness, from a policy perspective, to implement a complex reform programme is of course important. But equally important is the readiness of national institutional structures to manage and coordinate the process of reform. There needs to be a 'fit' between GPE programme management and existing management structures, with the latter being robust enough to bear the additional weight. If the former is to be grafted onto the latter, the process is incremental, and the hybrid takes time to settle.

Similarly, it may be difficult for the Local Education Group (LEG) to embed in the sector's dialogue structures, without acknowledging and responding to the current political economy. Without such a recognition, the notion of partnership risks being superimposed on the education system, and the sector's priorities risk being subsumed to subsector-focused GPE programming. As the MTR found, dialogue between partners requires 'more humility on the part of the funding agencies, and less on what the partner must do' (MTR Report, 2016).

Finally, MDAs and DPs alike view the GPE-LANES external approval process as complex and "challenging". While members of the LCU argue that such processes are useful, and should be utilized as "a pre-audit", others see GPE as "a micro-managing donor" (KII:DP). This perspective may have a bearing on GPE's forthcoming variable grant. The Global Partnership's move to results-based financing is viewed by stakeholders as "a good move"; but "GPE needs to face realities, the way in which EP4R works, and change their own ways of working. With RBF you can't micro-manage, you have to use the shared results and the same verification process. Once verification happens, Government does what it wants" (KII:DP).

2.5.3 MoEST and PORALG capacities built to continue programme service delivery; and support from other partners

As we have seen above (Section 4.2), GPE-LANES has built the capacities of a large number of individuals, including teachers, SMCs, Head Teachers, WECs, and so on. The organizational capacity of some executive agencies, for example, NECTA, has also been built. Importantly, the process of implementing GPE-LANEs has usefully revealed certain crucial gaps, such as executive agencies' capacities to coordinate and manage multiple DP-supported interventions, which may be addressed through future programming within the ESDP framework. Indeed, the agencies have themselves identified capacity gaps specific to their respective mandates; for instance, NECTA management raised the need for Technical Assistance (TA) in building item-banks; ADEM requested capacity building for INSET planning, delivery and monitoring; and TIE identified technical capacity gaps in the area of textbook design.

Nevertheless, as a national programme, GPE-LANES had an 'important role to play in terms of strengthening Government systems, while consolidating the national reform process' (MTR, 2016). While it is important to consider resource constraints - "what is the best use of one dollar?" (KII:LCU) - We found that several core areas, of critical importance in terms of strengthening the education system, have been overlooked. For example:

- Besides 'stabilizing' an INSET model and consolidating INSET and PRESET, there is a need to move beyond training to "address foundational issues, such as recruitment, deployment, performance appraisal, and - this is most important – motivation and morale" (KII:DP).
- Moving beyond 'business as usual' provision of alternative learning/equivalency schooling, programming needs to be based on (a) a systematic mapping of NFE providers; and (b) "a clear understanding of who these out-of-school children are" (KII:MDA), including: boys and girls in rural and remote areas; children involved in labor; children from pastoralist communities; children with disabilities; street children/orphans; children attending schools with incomplete cycle; girls of marriageable age; and overage children.
- QA needs to "move further than the 3Rs to encompass the whole of Basic Education" (KII:HLM).

Leadership from MoEST in mapping out a 'way forward' to improve the management and utilization of education data is now an urgent priority: "We need a process to bring ministries together, to build a single system together, and to build their willingness to share the data" (KII:MDA). As one respondent put it, "Basic Education Statistics for Tanzania (BEST) does not mean statistics for Basic Education in Tanzania; the BEST is about *fundamental* statistics for the whole education sector in Tanzania" (KII:MDA).

These fundamental statistics are critically important for EP4R. “The main challenge of DLRs is actually getting the money, and to get the money you need to verify the result, and verification relies on good data, and functioning system to produce reliable data” (KII:DP).

Underlying all these areas is the deep-seated issue of institutional capacity development for planning and management. Various strategies to address this issue have been identified under ESDP, Programme 6, Component 3. Important and timely steps are being taken to translate these strategies into action. A Capacity Development Plan has recently been designed by the Cambridge Education EP4R team; DfID is supporting R&D; and Cambridge Education is providing capacity building for “analytical and presentational skills to support the evidence-into-policy process” (KII:DP).

However, there are concerns that the Capacity Development Plan focuses specifically on ‘a wide range of technical and administrative tasks related to EP4R’ and only tangentially on ‘the effective functioning of the Tanzanian education system’, in general (Draft Capacity Building & Training Plan, April 2018). “We need to identify all the areas of education services that need beefing up and we need to provide pre-service induction training and on the job in-service training for all sub-sectors that require it” (KII:HLM).

This raises a question: what is the interface between external TA and institutional capacity development? Indeed, a recommendation from the MTR is for sector stakeholders to ‘consider different alternatives for TA for LANES, based on a thorough analysis’ (MTR Report, 2016). On the one hand, “TA is needed for EP4R [because of] the huge amount of work to analyze the data, and the need to coordinate different departments in the Ministry of Finance, which the education ministries can’t do” (KII:DP).

On the other hand, while “TA is about facilitating the work not doing it”, the handover of skills from external TA to Government staff depends on the availability of “dedicated staff” who are incentivized in ways other than through participation in ‘training’ workshops. In the final analysis, there is a need to identify medium-term, and indeed longer-term measures to develop the Tanzanian education sector’s institutional capacities for education planning, delivery, and ME&L.

Summary of finding on programme sustainability. The programme leveraged knowledge and skills in various ways, to introduce a ‘package’ of 3Rs reforms; but a minimum package of reforms has not yet been stabilized for change to be sustained. The extent to which the programme was embedded in local and institutional structures was limited by, among other things, a skewed understanding of those institutional structures and how they work. Efforts to build individual and organizational capacities could be extended to include institutional capacity development for sector-wide planning and management.

3 Evaluative Conclusions

The programme achieved several significant positive results, including the following, highlighted by stakeholders:

- The ***in-service training for the revised curricula,*** reaching a large number of teachers, was viewed as an historic achievement; the vast majority of trained teachers (126 of the total 196 surveyed teachers) claimed they have become more confident, and more motivated, and more creative in delivering sessions, designing locally relevant learning materials.
- Our field-level results show strong consensus among the programme beneficiaries (teachers, Headteachers, education staff at the LGA and ward levels, and SMCs) that GPE-LANES has made ***a strong contribution to sector development*** not only in terms of improved learning outcomes in the 3Rs, teachers' ability to teach in a resource-poor environment and the increased involvement of communities and parents, but also in terms of unintended effects, such as children's eagerness to go to school, their more active participation in the classroom, and an improved relationship between children and their teachers.
- Field level testimonies are reinforced by the fact that ***two key outcome indicator targets for the programme were reached***, the Primary School Leaving Exam (PSLE) Pass Rate and Girls PSLE Pass Rate (targets set at 72% and 79% respectively).
- The ***training provided to SMCs*** was the first skills-development support offered to SMCs since 2003, greatly benefitting trainees' understanding of SMC roles and responsibilities and improving their capacity to plan for the use of Government grants.
- The ***School Quality Assurance Framework*** reflects a revitalized approach to school quality assurance (SQA), formerly referred to as school inspection, which moves away from a 'policing', compliance-based role and emphasizes continuous support at the school level (management, pedagogy, community engagement, etc.), to improve student retention and student learning outcomes. The new SQA also provides inputs for EP4R DLRs 8.1 and 8.2.
- The ***Primary Record Manager (PReM)*** e-registration system was piloted and rolled out in record time, reaching all 26 regions and 186 LGAs; over 97% of the data has been uploaded and a total of 8,735,398 pupils of standard I to VII from 17,482 schools have been registered.
- A previously neglected area, ***CSO participation in community engagement***, has been enhanced through SIDA's support to the CSO network, TENMET, improving its capacity to implement IR 3 and to play a role in coordinating CSOs' implementation of Government funds.

Notwithstanding these positive achievements, the following conclusions are drawn from a series of inter-related provisional hypotheses, generated by the evaluation Desk Review, which were also helpful in formulating lessons learned.

- *Decision-making and inclusive sector dialogue were at odds, limiting policy coherence and the consistent implementation of national education priorities.*

The Evaluation Team can confirm this negative hypothesis (see Lessons Learned 1, 2, 3 and 6). While GPE-LANES was highly relevant to sector needs and (partially) aligned with the ETP and ESDP, this was undermined by an uncertain policy environment and strategic vision, as well as a weak planning 'culture' within the sector, evidenced by inconsistencies between activities that were implemented and the higher-level intended results.

- *Significant gains were made in terms of output-level results and activities to train targeted beneficiaries, with some strategic achievements in terms of systems-strengthening.*

The Team could not fully confirm this hopeful hypothesis (see Lessons Learned 4, 5, 6 and 12). Significant gains were indeed made by GPE-LANES in the implementation of activities. But the overall effectiveness of the programme in terms of education system-strengthening was limited by deep-rooted challenges that face the sector overall.

- *Achievement of the programme's strategic results was undermined by a lack of clarity regarding roles and responsibilities for coordination, resulting in parallel management structures.*

We can confirm this hypothesis (see Lessons Learned 8, 9 and 10). GPE-LANES was highly flexible, responsive to changes in the sector context, and the programme provided a framework for synergies between multiple partners. The efficiency of programme implementation however, was compromised by a lack of clarity at the policy level regarding roles and responsibilities for education management, including vis-à-vis sector coordination.

- *Efforts to institutionalize GPE-LANES as a national programme are underway.*

We confirm this hopeful hypothesis with several provisos (see Lessons Learned 11, 12, 13 and 15). Following the MTR, strong efforts were made to put GPE-LANES 'back on track' as a national programme. Nevertheless, the programme was held back from the start by its weak design – particularly its unexplained 'theory of change' – and endemic limitations in sector dialogue, accountable decision-making, and national oversight.

- *Several but not all reforms introduced through GPE-LANES were sustainably embedded within routine government processes.*

The Evaluation Team can confirm this hypothesis, with some optimistic caveats (see Lessons Learned 7, 14 and 16). While not all 3Rs reforms have taken root, the seeds of lasting change may have been planted. The experiences of GPE-LANES implementation have put the spotlight on critically important gaps in institutional and organizational capacities; through recent sector developments, stakeholders appear to be rallying to address these gaps.

4 Lessons Learned

The lessons learned in terms of programme **RELEVANCE** are outlined below.

1. *Though GPE-LANES was a good 'fit' with the ETP and is partially aligned with the current ESDP, the legal framework for both policy documents is incomplete.*

From the outset, the programme emphasized policy alignment, first with the sub-sector development plans in place at inception (PEDP III, ANFEDP, and FEDP) and subsequently, with the revised Education and Training Policy (ETP) of 2014. GPE-LANES is now mainstreamed into the MTEF. However, in the absence of a legal framework, namely the ratified Education Act of 1995, the implementation status of the ETP remains uncertain. This has impacted on programme implementation, in terms of accountability for decision-making, as well as clarity on the scope of policy statements. Moreover, while GPE-LANES is aligned with the current ESDP (2016/17-2020/21) this is at the level of outputs rather than the numerous relevant strategies under ESDP Priority Programmes 1, 2 and 6, which has limited the programme's contribution to policy coherence.

Key lesson learned: In an ambiguous policy and planning context, the notion of 'alignment' – whether at policy level, or in terms of programming, or with regard to the implementation of activities - has been open to interpretation and the term is loosely used by stakeholders, with sector dialogue around shared commitments to education development remaining indecisive.

2. *While the programme was highly relevant to the needs of the sector, the many changes made during GPE-LANES programming suggest a weak planning 'culture' and the lack of a Government-owned strategic vision for the programme and the sector overall.*

Several GPE-LANES results were highly relevant to the needs of the education sector and targeted beneficiaries, and previously neglected sub-sectors and implementing partners received timely, much-needed support. Arguably, the numerous changes made to GPE-LANES programming during implementation are evidence of its responsiveness, and by extension, its ongoing relevance to the sector's changing priorities. But the continually evolving programme design also draws attention to weaknesses in the sector's planning 'culture'. In such a planning context, results-based planning is seen primarily as a technical decision-making process, where 'results' are superimposed on government planning processes; meanwhile a 'political' decision-making process, driven by the allocation of funds, takes place in parallel.

Key lesson learned: An uneasy relationship between planning and decision-making arguably results in a wavering strategic vision for the sector and fractured Government ownership of this vision; this has implications for results-based financing, where the MDAs' grip on DLRs requires a shared understanding of high- and low-risk results, as well as engagement in the verification procedures.

3. ***The consistency of programme outputs in relation to intended impacts and effects was evidenced in theory, but the consistency, in practice, of activities in relation to planned outputs remains questionable.***

In theory, there is a logic in LANES programming between its planned outputs and outcome-level results. Despite overly-ambitious programming for a complex process of comprehensive reform, GPE-LANES implementation has picked up considerably since 2016. Nevertheless, without a clear, Government-led strategic vision, the GPE-LANES 'theory of change' did not translate easily into practice. Two examples are: a piecemeal process of curricula reform that took place in the absence of a national revised Curriculum Framework; and a series of activities under Output 2.1 which were individually useful in generating data but did not add up to achieve the intended result: increased data use.

Key lesson learned: Without a clear development vision at policy level, a gap grew between the programme's theory of change and the practice of implementation, and GPE-LANES focused on the latter rather than on fundamental change in the way the system works; this points towards the need for institutional and organizational capacity development.

The lessons learned in terms of programme **EFFECTIVENESS** are as follows

4. ***Many GPE-LANES achievements were driven by strong leadership, at several levels, in terms of implementation. The non-achievement of objectives was largely due to programme coordination that was not consistently inclusive; yet programme coordination was itself compromised by the sector dialogue context.***

Strong leadership at multiple levels was an important positive factor influencing the achievement of programme objectives; of note was the 'political will' of high-level management and leadership to take on the role of 'change agent' in the case of some activities. However, a negative factor for GPE-LANES performance was the lack of *consistently* effective coordination.

The role of the LCU was arguably undermined by an ESDC that faltered in part because of DPs' splintered approaches to dialogue with MDAs, resulting in confusion for the latter; and in part due to weak Government leadership of two-way, accountable dialogue. This was exacerbated by weak TWGs which worked in something of a vacuum, lacking a shared annual workplan, a technical agenda, and commitment to active participation in the dialogue.

Key lesson learned: The coordination of multiple implementers for GPE-LANES, in terms of inclusive and accountable decision-making, relied on current sector dialogue structures. The programme was built on rocky terrain.

5. ***Several negative external factors have affected both GPE-LANES performance as well as sector development overall.***

The evaluation's limited time-frame prevented an in-depth assessment of the wide range of external factors that may have contributed to the programme's planned final outcome. But two important assumptions made in the GPE-LANES design documents were that the uptake of GPE-LANES results would be supported by: ensuring a

classroom pupil ratio of 1:40 at pre-primary and primary education levels; and implementing a nationwide school-feeding programme with community support.

Neither of these were safe assumptions and in fact became negative exogenous factors. On the supply side, classrooms remained overcrowded and school-meals were not provided. Moreover, on the demand-side, socio-economic-factors, including low literacy levels among parents and the perceived low-value of secondary education, particularly for girls, may have added to the problem.

Key lesson learned: A lack of clarity regarding parents' and SMC's roles in relation to the fee-free basic education policy – for example, regarding community contributions for school meals - has negatively affected teaching and learning in schools; a restatement of policy intent may be required for important drivers of teaching-learning performance, including school meals, to function.

6. Though *GPE-LANES adapted well to changing external conditions, particularly in view of the need to speed up implementation, deep-rooted risks remain unaddressed.*

The LANES programme Risk Analysis Matrix (2014) foresaw many of the constraints to programme effectiveness, and several have been confirmed as such by this evaluation. Following the MTR, a number of programming changes were made to GPE-LANES, arguably mitigating certain identified risks.

However, many of these changes introduced were 'quick win' activities, intended to speed up the rate of implementation, rather than measures to mitigate risks of a more deep-seated nature. Moreover, changes made in LANES programming appear somewhat haphazard, likely because the programme did not include a 'change management strategy'; i.e. pre-planned checkpoints identified during programme design, to analyze progress/performance monitoring results and, learning from these, to make the necessary adjustment.

Key lesson learned: The somewhat arbitrary nature of LANES re-programming raises the possibility that, in the absence of dialogue to manage change, decisions may have been taken by the LCU under pressure from either MDAs or from DPs, or from both at the same time.

The lessons learned in terms of programme **EFFICIENCY** are outlined below.

7. *Resource management, including transparent and accountable resource use, improved significantly over time.*

Despite an initially low disbursement rate (23% in 2014/15), the programme is now on track and is expected to be completed by the end of December 2018. An initially slow disbursement rate was accompanied by weak internal control and monitoring of resources and also resulted from a lack of clarity on MDAs' responsibility for respective budget lines and the necessary accounting requirements. It is clear that an initial lack of capacity to manage the implementation processes, and unclear audit trails in documentation of expenses, may have undermined, at least initially, the transparent and accountable use of resources. This said, the LCU embarked on a steep learning curve, with the team receiving substantial capacity building support from KPMG and Deloitte. As a result, the government's and LANES' operational efficiency has improved, as evidenced by better financial performance.

Key lessons learned: In addition to ensuring, from the start, a clear integration of the programme and Government budgets, future GPE programming may consider issues of sequencing and process management. This was not the case, for example, in a

tendering process for textbooks that was out of sync with distribution processes and the training of teachers, which may have reduced the value for money and the effectiveness of teacher training, and thus the impact of the programme.

8. *The programme was highly flexible and this had pros and cons.*

GPE-LANES has proven to be a highly flexible programme, both in terms of responding to changing conditions as well as adapting to changing needs (see Lesson learned 2.3).

The benefit of a flexible approach is that the programme was able to adapt to changing needs, changes in leadership, as well as a changing sector context. The disadvantage of such flexibility is that the programme ran the risk of becoming a 'shopping-list' of activities – as evidenced by Output 2.4 - with the implementation plan and budget functioning as a 'shopping basket' accessed by a select few.

Key lesson learned: A flexible programming approach requires inclusive, Government-owned strategies that are collaboratively executed by sector stakeholders.

9. *Coordination with other similar interventions encouraged complementarity, providing a foundation for MoEST to create further synergies*

UNICEF, TESP, TZ21/Tusome Pamoja, and EQUIPT shared the GPE-LANES focus on improving the literacy and numeracy of basic education pupils, and synergies between the projects themselves were also promoted by the common framework provided by GPE-LANES. Partners cohered particularly around IR 1. As a 'geographical gap-filler', GPE-LANES enabled national coverage at output-level. Nevertheless, while the duplication of 3Rs activities *per se* was avoided, partners used different training modalities and, in some cases, different training materials and tools. Examples of strong synergies include the GPE-LANES partnership with UNICEF to develop the SB-CPD modules; and the review of the PRESET curricula as part of a broader review undertaken by the Canada-supported Teacher Education Support Project (TESP). There is strong potential for further synergies, for instance in data system-building, moving beyond the issue of software and focusing more on the effectiveness of data use.

Key lesson learned: MoEST is in a good to position to optimize existing synergies and create new ones. It is important however, to strike a balance between: geographical coverage on the one hand and system-strengthening on the other; and between quick-win innovations on the one hand and standard-setting and quality control on the other.

10. ***The operational effectiveness of GPE-LANES was evidenced by collaboration between MDAs, but policy-backed clarity about roles and responsibilities is required.***

The collaboration between MDAs, such as that of the Special Education Unit at MoEST, TIE and PO-RALG in activities related to Special Needs Education, is evidence of this important dimension of MDAs' operational effectiveness. So is the School Quality Assurance Framework**,** also the result of productive cooperation between MoEST departments, universities, and Cambridge Education. The strong recent collaboration with CSOs in implementing activities to achieve IR 3 is an important step forward in overcoming the mutual distrust that has often marked their prior relations. But a fundamental challenge for operational effectiveness has been the lack of clarity on the roles and responsibilities of the following: the lead sector Ministry vis-à-vis PORALG; Departments working as GPE-LANES implementing partners; and Executive Agencies in relation to ministries, and particularly departments.

Key lesson learned: Effective collaboration between education MDAs, and with other ministries, is a prerequisite for GPE-LANES programme efficiency; indeed, collaboration, coordination and communication are likely to become even more important as the Government increasingly engages with results-based financing.

The lessons learned in terms of programme **IMPACT** are summarized below.

11. ***While there is evidence of the programme's contribution to sector development, the problematic M&E framework – and baseline - has inhibited the production of substantive evidence of impact that can be attributable to the programme.***

GPE-LANES programme performance in terms of outcome and output indicators has improved steadily since inception, evidencing the contribution of GPE-LANES to sector development. While the 2017 results for the National EGRA/EGMA Assessment undertaken by Research Triangle Institute (RTI) have not been released, NECTA's National 3Rs assessment shows a slightly improved trend in reading and writing tests; but there has been a 5.28% decrease in Arithmetic from 2015 to 2017 years, suggesting the need to focus attention on early grade learning in numeracy. Stakeholders acknowledge the importance of using evidence - such as learning outcome assessment results - to guide and deepen the reform of 3Rs teaching and learning. However, there is an urgent need for MDAs and DPs to agree on a single, national representative sample and assessment methodology that is cost-effective, and which goes hand-in-hand with efforts to address the institutional capacity gaps in data analysis and use.

Key lesson learned: Flexible programming has led to a problematic GPE-LANES baseline; indeed, for some indicators the baseline was simply not established, and no efforts were made to measure incremental behavior change. This underscores the wisdom of developing a robust M&E/results framework during, not after, the programme's design-phase, and ensuring that re-programming takes place within that framework.

12. ***At sub-national level, the perceived impact of GPE-LANES interventions, particularly regarding the training of individuals, has been largely positive; yet this is offset by the programme's negative effects as perceived by MDAs and DPs at national levels.***

The findings from the field-level interviews paint an overall positive, but fragmented picture of the achieved program results. On the one hand, the training and capacity building of key beneficiaries (teachers, Head Teachers, and SMCs) have most likely contributed to improved performance. On the other hand, the procurement and

distribution of textbooks and teacher guides to accompany the revised curriculum has not proceeded smoothly. Moreover, the analysis of the field results raises the question of equity in the distribution of resources and the support provided to schools in different areas, with respondents in Rukwa - one of the lowest performing regions on the EGMA/EGRA assessments - consistently rating the usefulness and relevance of LANES interventions lower than the respondents in Geita, which is one of the highest performing regions.

But several unintended negative effects were identified at the national level, as mentioned above. While these effects may reflect weaknesses in the effectiveness and efficiency of GPE-LANES programming, it would not be fair to say this is the entire picture, given the overall challenges faced by the education sector.

Key lesson learning: Underpinning the overall impact of GPE-LANES programming and implementation were fundamental challenges facing the education sector in general: weak sector dialogue, a fraught political economy and institutional/organizational capacity gaps.

13. ***While timely measures have been taken to mitigate many unplanned negative impacts, several foundational challenges remain.***

The Mid-Term Review in 2016 identified a number of interrelated measures to mitigate the negative impacts identified mid-way during programme implementation. Two years later, many of these have either been completed or are in process. For example, the coordination of implementing partners supporting the 3Rs has been improved, and there is greater collaboration between the LCU and both the Policy and Planning Division, MoEST, as well as PORALG; the focus on children who are marginalized, vulnerable and, notably, children with special needs has been strengthened; Quality Assurance by MoEST has been greatly enhanced; an assessment of the capacities and mandate of TIE is underway. This said, several measures have not been initiated, including: a re-examination of the overall management, decision making structures and oversight of GPE-LANES; a reinforcement of the ESDC's national oversight responsibility at policy level for the whole education sector; and capacity building to improve data management and use.

Key lesson learned: Several of the MTR's recommended mitigating measures which have not yet been initiated are fundamental challenges, probably because they are particularly difficult to address in the current policy context. Future programming may need to reflect on 'push' and 'pull' factors for reform: is GPE-LANES/GPE 2 the driver of reform or should it function more as a platform for sector management and leadership to ensure lasting change?

The lessons learned in terms of programme **SUSTAINABILITY** are the following.

14. ***GPE-LANES leveraged knowledge and skills in various ways, to introduce a 'package' of 3Rs reforms; but a minimum package of reforms has not yet been stabilized for change to be sustained.***

While it is too soon to say that GPE-LANES has brought about lasting change, the programme has made a good start in initiating a process of reform through knowledge production, dissemination and skills development: national policy-targeted research and development was strengthened; sensitization activities delivered by CSOs included efforts to bring knowledge about 3Rs to the people; and knowledge-as-skills development activities included the orientation of SMCs on community mobilization, focusing developing SMC's understanding of their roles and responsibilities. However,

a question remains: to what extent has knowledge generated by the programme been used to advantage, leveraging lasting change? A 'package of 3Rs reforms' has been introduced by GPE-LANES but this package has not yet been stabilized. Indeed, a minimum package has not even been agreed on by sector stakeholders.

Key lesson learned: While systemic reform may be grounded in an understanding of *what* is useful, ideally triggering dialogue on *how* to maximize useful interventions, a weak, 'ME&L culture', with an emphasis on the 'L' (learning), accompanies the sector's weak planning 'culture' mentioned above.

15. ***The extent to which the programme was embedded in local and institutional structures was limited by, among other things, a partial understanding of those institutional structures and how they work.***

GPE-LANES stakeholders interpreted the term 'embedded' to mean implementing programme activities through Government processes, decentralized structures, and Government Agencies. For many stakeholders, the embeddedness of the programme was equated with the fact that the LCU was housed within the MoEST. In principle, LANES programme management arrangements were intended to work through the existing education sector governance and dialogue structures. In fact, though physically located in Government offices, stakeholders assert that GPE-LANES worked as a project, with its own project team. On the one hand, members of the LCU themselves attest to the challenges of entrenching in Government structures. On the other hand, the only real handover of skills from the LCU to Government officers appears to be in the form of sharing programme documentation.

Key lesson learned: Attempts to institutionalize programme management, must be grounded in a prior understanding of (a) the policy-level readiness of national institutional structures to manage and coordinate the process of reform; *and* (b) the political economy of the *sector-wide* dialogue structures, i.e. the ESDC, vis-à-vis the LEG, for they are not entirely the same thing; this understanding, as well as measures to mitigate a "micro-managing" external approval process all have repercussions on GPE's forthcoming move to results-based financing.

16. ***Efforts to build individual and organizational capacities could be extended to include institutional capacity development for sector-wide planning and management.***

While GPE-LANES has built the capacities of a large number of individuals, as well as the organizational capacity of some executive agencies, several core areas that are important for sustained programme service delivery require attention. These include: a sustainable INSET model, consolidating INSET and PRESET, moving beyond training to address basic teacher management issues; moving NFE programming past the 'business as usual' provision of alternative learning/equivalency schooling; moving Quality Assurance further than the 3Rs to encompass the whole of Basic Education; and given the demand for data for results-based financing, improving data management. Underlying all these is the deep-seated issue of institutional capacity development for sector wide planning and management. While timely steps are being taken through the design of a Capacity Development Plan, this may focus on the technical capacities related to P4R, overlooking capacities for the effective overall functioning of the system.

Key lesson learned: A recommendation of the MTR remains relevant: 'consider different alternatives for TA for LANES, based on a thorough analysis' (MTR

Report, 2016). We discuss a phased approach to capacity development, including the utilization of TA, in the following chapter on ‘Recommendations’.

5 Recommendations

Before making our recommendations, below, let us recap several key points. Given the scale of the challenges GPE-LANES has faced on a systemic level, it is difficult to state that the programme resulted in lasting change. But, in the words of one respondent, "We have initiated things; this evaluation is a start for LANES not the end" (KII:MDA); as another said: "Now that we have the ESDP, GPE 2 doesn't need to function as a framework for reforms. It can dig deep" (KII:DP).

When asked to share their expectations of the evaluation, stakeholders' responses coalesced around the need to better understand 'system-building': "Has GPE-LANES improved government systems?" (KII:MDA); "Did GPE-LANES just provide infrastructure, equipment and materials or help children learn?"(KII:DPP). "What can the evaluation tell us about what the current system is, and is not, able to do?" (KII:MDA). As one High-Level ministry official put it, "What about the 'L' in ME&L? What did we learn from GPE-LANES?".

In the final analysis, while GPE-LANES has made gains through accelerated implementation, its shortfalls are inextricable from the sector's systemic weaknesses. Consolidated, sustained reforms in equity and learning depend on sound programming; and the latter is grounded in partnerships and a strong education system. This evaluation confirms a need to invest in the latter and suggests that future programming strikes a balance between consolidating reforms – taking a *selected* few of these further - and helping to reinforce the system, overall.

Building on the lessons learned, our recommendations for MDAS and DPs are organized in two dimensions:

- Recommendations for stabilizing reforms in core areas, taking forward the gains made by GPE-LANES and complementing the programme priorities for Equity and Learning, identified by the GPE 2 Concept Note (Draft 3, April 2018); these are addressed more immediately to those responsible for GPE 2; and
- Recommendations for an efficient education system, which are addressed more generally to sector stakeholders, specifically relevant MDAs and DPs.

The following recommendations assume that MDAs and Development Partners share an ambition for greater coherence, more effective partnerships, and harmonized aid assistance within the education sector. These recommendations are based on our analysis of key findings and the lessons learned through the evaluation. **Annex 6** offers details specific to each recommendation, to inform GPE 2 design.

5.1 STABILIZING REFORMS

5.1.1. ***Invest in a Baseline Phase of programming***. To 'grow' ownership of GPE 2, we recommend that those responsible for GPE 2 programming include a 'learning'/design-consolidation phase of the new plan. Ideally, this should follow a High-level Executive Meeting, to discuss the timeline for submission of the Grant Application.

The Baseline Phase may serve as a launch pad for recommended processes aimed at 'systems strengthening' (see Section 4.2). It should include: (i) a high-level 'round-

table' discussion to establish a strategic vision for the new programme; (ii) a series of evidence-based thematic stock-taking meetings for partners – including all other DP-supported interventions - to agree on how to optimize the synergies created through GPE-LANES; and (iii) consensus on a sound baseline, a focused results framework/theory of change, a realistic time-frame and aligned financial plans.

5.1.2. ***Link Teacher Development and Teacher Management***. GPE stakeholders should not simply extend 3Rs in-service training for teachers to higher levels in the primary cycle, but rather: (i) embed teacher training in strengthened management processes and procedures for teacher recruitment, deployment, and performance appraisal; (ii) agree on a scalable model for INSET that is sustainable; and (iii) consolidate INSET and PRESET within the existing Continuous Professional Development Framework (CPDF), particularly for Kiswahili, English, Mathematics and Science, ensuring a focus on improved teaching and learning of early grade numeracy.

5.1.3. ***Develop a national learning outcome assessment framework.*** We recommend that MoEST and partners consolidate an evidence-base for improved learning by: (i) reaching consensus on a national 3Rs assessment sample and methodology, building on action-research on a Literacy and Numeracy Assessment Framework (LaNAF), as well as the assessments conducted by NECTA and RTI; and (ii) within the LaNAF, develop and test school-based continuous assessment tools and methods, with operational linkages to the SQA Framework and the CPDF.

5.1.4. *Further strengthen School Quality Assurance.* MoEST and partners should build on the gains made in quality assurance, by: (i) ensuring the implementation of the SQA framework is not limited to the 3Rs and can, in time, cover the entire Basic Education sub-sector; (ii) forging operational linkages between the SQAF, the CPDF, and the LaNAF; (iii) and developing a financial model for decentralized QA – including support to teachers for school-based continuous assessment - based on scalable unit costs.

5.1.5. *Establish a strong base for Non-Formal Education.* We recommend that MoEST, PORALG and partners resist implementing a 'business as usual' approach for NFE and instead: (i) clarify the conceptualization of out-of-school children (OOSC), in light of proposed strategies for inclusion; (ii) revisit the conceptualization of NFE in Tanzania in light of the ETP/ESDP strategy for 'multiple learning pathways'; (iii) update and upgrade the existing NFE mapping-and-monitoring database (i.e. LL-MIS); and develop and test a simple prior-learning assessment tool to identify the proficiency levels of OOSC within the LaNAF.

5.1.6. *Invest in community dialogue as a vehicle for gender-equity, inclusion and accountability.* We recommend that GPE stakeholders build on the gains of 'community sensitization' and invest in community dialogue, facilitated by School Management Committees working together with a CSO network, as an accountability mechanism for, among other things: (i) interpreting policy at grassroots level; (ii) identifying demand-/supply-side barriers to schooling for priority sub-groups of OOSC and at-risk children, as well as community-based measures address these barriers; (iii) developing and testing community-based monitoring tools to measure behavioural and social change.

5.2 STRENGTHENING THE SYSTEM

5.2.1. Support High-level Management in measures to enable *enactment of the revised Education and Training Policy*.

5.2.2. Specifically, vis-à-vis new programming and the DLR verification protocols, revisit education sector dialogue structures, to *clarify inter-ministerial and intra-ministerial roles and responsibilities* - including responsibility for change-management strategy built into the new programme – and DP's roles and responsibilities in relation to the above.

5.2.3. *Revisit the role of the GPE Local Education Group (LEG)* by strengthening its relationship to the TWGs.

5.2.4. Revisit the role and constitution of the GPE 2 Coordination Unit, to *contribute to MDAs' capacity development for programme management and monitoring* and link it more closely to the MoEST Sector Coordination Unit to reinforce the 'partnership management' function of coordination, not only information-sharing.

5.2.5. *Improve the management and utilization of education data* by providing a forum for dialogue on data 'harmonization' that moves beyond the issue of software, and by investing in a collective and systematic process to design a National Strategy for the Development of Education Statistics (NSDES)

5.2.6. Understanding that all the following measure cannot be completed within a single programming cycle, launch *a phased approach to capacity development*, which builds on TA support already provided during GPE-LANES implementation, by : (i) beginning with external TA support for a group of dedicated, incentivised staff – and ensuring the EP4R capacity development plan strengthens business processes such as for textbook printing and distribution; (ii) initiating medium-term measures, such as design of a coordinated, multi-donor capacity development partnership fund (CDP-F) for professional development of all relevant staff (ESDP Strategy 6.3.2); and (iii) through the CDP-F, plan for longer-term measures such as decentralized training institutes for in-service training planning and management for various cohorts of education planners and managers.

Note: It is beyond the scope of this evaluation to comment on the overall GPE financing modality. However, we recommend that those responsible for the next GPE application carefully consider the implementation time-frame required to achieve sustained results in learning, equity and efficiency. This is particularly important given the GPE principle of full programme alignment with national systems, which may slow down programme implementation. As an instrument to take forward sector reforms – which are unlikely to be achieved in 3-4 years - GPE programming should first help to establish a robust platform at country level and go on to promote strong coherence and continuity between GPE-LANES, GPE 2 and potential future programmes by means of a longer-term strategic vision.

Annex 1 – Summary of Progress

The following is a summary of GPE-LANES progress between July 2014 and December 2018, drawn from relevant programme progress reports.

Intermediate Result (IR) 1: Improved teaching and learning of 3Rs for children aged 5 to 13 years

Four output-level results were intended to achieve IR 1: (1) improved methodology for teaching and learning the 3Rs; (2) increased teacher skills for teaching 3Rs; (3) increased interaction with 3Rs teaching and learning materials; and (4) increased school readiness.

The main activities implemented to achieve ***Output 1.1. Improved methodology for teaching and learning 3Rs*** were as follows.

i. *A curriculum package for Std III and VI was developed* and approximately 3.3 million copies of the materials were *printed and distributed* to schools through the LGAs.
ii. *The national pre-service teacher training (PRESET) curricula were reviewed to incorporate 3Rs*. This was part of an overall review of PRESET undertaken by TIE, in collaboration with the Teacher Education Department at the MoEST, covering Early Childhood Teacher Education (ECTE), Primary Teacher Education (PTE), Secondary Teacher Education (STE), Special Needs Teacher Education (SNE), Physical, Fine and Performing Arts Education (PFPAE), and Technical Teacher Education (TTE).The review was co-financed by GPE-LANES and the Canada-supported Teacher Education Support Project (TESP), committing 27.3% and 72.7% of the required funds respectively in the most recent reporting period.
iii. A *studio for the development of e-content was established at TIE,* in collaboration with the Dar es Salaam Institute of Technology, and an interactive lesson, script and animated story board for 3Rs in Std I&II, with support from Ubongo Media/Ubongo Kids.
iv. *School Based Continuous Professional Development (SB CPD) modules* were developed, printed and distributed and a SB CPD implementation plan was developed, to be operationalized in 2017/18. The modules provide teachers, including Special Needs teachers, with self- learning tools for enhanced knowledge and skills on teaching and learning of the 3Rs. A draft of the National Framework for Continuous Professional Development for practicing teachers is also in place.

To achieve **Output 1.2. Increased Teacher Skills for Teaching 3Rs**, the following key activities were implemented.

i. At least *one pre-primary teacher from public schools in all 26 regions were trained in using the revised 3Rs pre-primary curriculum*, including understanding new concepts, improvising teaching/learning materials, and conducting formative assessments. A total of 16,075 pre-primary teachers (99.7% of the planned total of 16,129 teachers) were trained over an 8-day period, taking place in 18 center, with a minimum of 18 facilitators in each centres, handling an average of 600 participants in each round.
ii. *Std III & IV teachers (2 from each school) from public schools in all 26 regions were trained in using the revised curriculum*, including using competency-based schemes of work and lesson plans, managing diverse classrooms, using diverse teaching and learning approaches and conductive formative assessments. The training was conducted in two rounds: first, a total of 22,993 teachers in were trained from 11,497 schools in 19 regions; subsequently, 8,973 teachers from 4,487 school in 7 regions with support from EQUIP-T, including 115 regional and district education officials. The LANES and EQUIPT training session used the same materials but different modalities.
iii. *An additional number of Std I & II teachers were trained in using the revised curriculum, based on a school-level needs analysis*. The training was conducted by ADEM in Q2 of FY2017/18.
iv. *Teachers who teach learners with intellectual impairment were trained in the 3Rs curriculum*, using a specially prepared Teacher's Guide, including communication, health and life skills, improvising teaching and learning aids to facilitate learning, and formative assessment of learning outcome. A total of 697 (of whom 55.09% were female) teachers, representing 70.5% of the 989 teachers who teach students with intellectual impairment in Tanzania Mainland were trained.
v. *Std III&IV teachers for visual and hearing impairment were trained on the revised curriculum.* A total of 1,120 teachers (of which 519 are Std I & II and 601 are Std III & IV) teachers were trained using a specially prepared Teacher's Guide. This and the previous training (iv) were the result of effective collaboration between Special Education Unit at MoEST, TIE and PO-RALG.

The main activities implemented to achieve ***Output 1.3. Increased interaction with 3Rs teaching and learning materials*** included the following:

i. *Std II books (5,057,142 copies, reaching 92.63% of the planned target) were printed and distributed to all schools based on number of students*, including these 5 titles: *Najifunza Kuhesabu* (1,403,800 copies)*, Najifunza Kuandika* (1,403,800 copies)*, Najifunza Kusoma* (1,403,800 copies)*, Najifunza Kutunza Afya na Mazingira* (422,871 copies)*,* and *Najifunza Sanaa na Michezo* (422,871 copies). On average the book-pupil ratio is at 1:2 to 1:3 per subject across the country for Std II.
ii. *Std III books (5,392,794 copies) were printed and distributed to all schools based on number of students*, including these 6 titles: *Najifunza Hisabati* (1,140,000 copies), *Najufunza Kiswahili* (1,140,000) *English for Std III* (1,140,000 copies), *Najifunza Maarifa ya Jamii* (986,397 copies), *Najifunza Sayansi na Teknolojia* (986,397 copies) and *Najifunza Uraia na Maadili*

(1,132,000 copies). On average the bookpupil ratio is at 1:1.14 to 1:1.3 per subject across the country for Std II (Attachment #3: Std III books distribution plan per LGA).

iii. *Pre-primary books ((13,087,254 copies) that align with the 3Rs curriculum developed and printed for distribution to all schools in Mainland Tanzania*, including these 7 titles: *Najifunza kuhesabu* (1,600,000)*, Najifunza kushirikiana* (1,600,000)*, Tutunze afya zetu* (1,600,000), *Tutunze Mazingira* (1,587,843), *Tucheze michezo na sanaa zetu* (1,600,000), *Tujifunze kuwasiliana* (1,600,000) and curriculum package (64,348 syllabi, 45,000 teacher's guide, and 60,000 sports guide) for pre-primary developed*.* Printing has been delayed to Q1 of FY2017/18 pending finalization of the content verification/ editorial by an independent review team.

iv. Std I and II braille books (approximately 20,000 copies) and large print text books (4400 copies) were developed, printed and distributed to 63 special schools.

v. *Story books (7,835,670 copies, 25 titles) – developed by Tusome Pamoja - were printed and distributed to all schools in 22 regions (excluding those receiving support from Tusome Pamoja).* Printing has been delayed to Q1 of FY2017/18 pending finalization of the content verification/ editorial by an independent review team.

vi. *Reading Corners were established and are operational in 46 Libraries at regional and District Levels*, based on a feasibility study and implementation plan and budget, in collaboration with the Tanzania Library Service Board (TLSB).

vii. *A guide for classroom branding was developed, a budget for school supplies approved, grants transferred to schools and schools (50% of budgeted funds disbursed to 16,083 schools) have completed their branding of 'talking classrooms'.* This activity was conducted in consultation with USAID's TZ21 project in Mtwara.

viii. *Additional Std I&II curriculum packages (912,698 copies) were printed and distributed to schools.*

To achieve ***Output 1.4. Increased school readiness***, the following key activities were implemented.

i. *Learning Needs Assessment Kits (125) were procured and distributed to 25 regions*. A special task force that include representatives from MoEST, University of Dar es Salaam, PO-RALG, National Assessment Resource Centre, LGA and Primary Schools, was set up to implement this activity.

ii. *Education equipment and materials for learners with intellectual, hearing and visual impairments* (932 braille machines, 1,495 universal braille kits, 2,548 braille paper reams, 230 abacus, 1,150 pvc braillon papers and 1,150 pcs of hearing aids) were procured and distributed to 213 and 22 special needs primary and secondary schools respectively.

iii. *A meeting with Special Needs Education Officers (SNEOs) from 184 LGAs was conducted and facilitated by PO-RALG to discuss roles and responsibilities for inclusive education.*

iv. *NFE centers (1502, reaching 81.6% of the target) were found to be operational* during a joint verification conducted by MoEST and PO-RALG; *revised NFE guidelines (32,000 copies) developed, printed and distributed (in only one region, Mara); and 1840 center facilitators (10 from each LGA) were trained* in use of the NFE guidelines, receiving retrospective payment.

v. *Based on the results of a needs assessment in 6 LGAs* (Longido, Liwale, Ukerewe, Rufiji, Mkalama and Ngorongoro), *operational plans to revitalize 60 Satellite Schools were established (10 in each LGA)* engaging local communities in cost-sharing. A stakeholders' meeting to take forward this activity will be conducted in Q1 of FY2017/18.

Intermediate Result (IR) 2: Improved Education Sector Management

Four output-level results were intended to achieve IR 2, whose focus is to strengthen the capacity of the education system for improved coordination, evidence-based planning and management (Annual Report 2016-17). These are: (1) increased use of data for evidence-based planning; (2) improved planning and coordination; (3) improved field management; and (4) improved capacities of implementing MDAs.

To achieve ***Output 2.1. Increased use of data for evidence-based planning***, the following key activities were implemented.

i. A *Draft School Quality Assurance Framework (SQAF)* was developed by the MoEST team; the process involved a four-day consultative meeting and a 21-day technical working session. This development modality was adopted instead of procuring external TA and utilized internal capacity within MoEST (including higher learning institutions – University of Dar es Salaam, Dar es Salaam University College for Education and Sokoine University of Agriculture) while technical backstopping was provided by EP4R and Cambridge Education technical team.

ii. *A 3Rs Inspection checklist was developed and 1,734 primary schools (98% of the planned schools at 1769) were inspected.* To ensure smooth operation, support on vehicle maintenance (repair, fuel, insurance) was provided to 38 field program vehicles.

iii. *Four action-research studies were conducted*, including: 'Promoting Reading & Arithmetic Skills among Standard I & II Pupils in Tanzanian Primary Schools: The Role of Home and Classroom Environment'; 'Improving pupils' reading fluency in early grades through teacher professional development in five selected districts' by Dr. Pambas Tandika); 'Enhancing Early Grades reading and listening comprehension through E-Content' by Prof. Willy Komba; 'Development of a Literacy National Assessment Framework' by Dr. Richard Shukia.

iv. *PSLE 2015 Item Responses Analysis Booklets (254,530 copies) produced and Distributed*: NECTA continued with the distribution of PSLE 2016 Booklets (253,715) to all primary schools.

v. *Annual field visits to review implementation of 3Rs activities were conducted annually*. As part of the *rolling audit*, KPMG conducted a joint monitoring field visit alongside MoEST QA team, focusing on teaching and learning of 3Rs, flow of funds and materials (including utilization), community and

parents engagement through the SMCs, and monitoring and supervision arrangements for improved implementation of the LANEs programme. In total, 11 regions, 25 LGAs, 65 wards and 100 schools (of which 21 were special need education) were covered.

vi. *Two additional studies to inform the ESDP development process* (i.e. on free and compulsory basic education and mapping of existence and functioning of the satellite schools) were conducted and results used during the review of the ESDP document

vii. A *study to assess 3Rs curriculum implementation in schools* was developed by TIE including assessment of teacher's competencies in teaching 3Rs based on the revised curriculum; use of curriculum materials – including textbooks; and contribution of the materials to improved literacy and numeracy skills.

To achieve ***Output 2.2. Improved planning and coordination***, the following key activities were implemented.

i. *The revised ETP was translated and disseminated and the ESDP 2016/17 – 2020/21 was endorsed* by the ESDC on 22nd June 2017. Development of an ESDP operational ESDP plan is underway, with support from a team of Cambridge Education consultants.

ii. In addition, a *Sector-Wide Monitoring, Evaluation and Learning (ME&L) Framework* was developed, to be completed when respective MDAs share their indicators and targets.

iii. *Periodic reviews of LANES implementation were held through* extraordinary and regular ESDC/LEG meetings. Monthly updates on LANES implementation was provided to all development partners through ED-DPG meetings.

iv. *Efforts were made to strengthen the Education Sector Management Information System (ESMIS) at regional and LGA level included*: strengthening the BE-MIS by extending the Local Area Network (LAN) from the Finance Department to REO/DEO offices and the enhancement of PO-RALG data center in Dodoma; and printing and distributing 6000 copies of Regional and Pocket 2016 BEST to all 26 regions. Of the 7 tenders, 3 contracts have been signed: supply of office furniture for 185 LGAs and 26 Regions Tanzania Mainland; procurement of ICT equipment to improve data collection facilities at RS's and LGA's, and installation of Wide Area Network (WAN) in 18 Newly Established LGAs

v. The main activities implemented to achieve ***Output 2.3. Improved field management*** included the following:

i. *LANES activities taking place within the region/LGA were monitored and support provided to improve school level implementation*: 26 Regional Secretariats and 126 LGAs from 19 regions (with exception of the EQUIP-T supported regions) received funding for monitoring and supportive supervision to schools. To ensure uniformity, a monitoring guide was developed and shared with Regions and LGAs. The monitoring focuses on: pupils attendance in relation to number registered/ enrolled for formal and non-formal; teacher's knowledge and delivery skills; utilization of curriculum

package materials and textbooks; classroom 3Rs formative assessment; management of 3Rs implementation at schools. During the most recent reporting period, almost 40% of primary schools were monitored by both LGA and Region Secretariats.

ii. *Procurement and distribution of motorbikes (2894) to WECs in 18 regions* was planned and is still underway. Initially, the tender was advertised but the evaluation found that no bidder met all specifications. Consequently, the specifications were revised and the bidders who had applied were requested to re-apply; although one bidders were recommended, exceptions in the post qualification were noted by KPMG and a re-evaluation of the tender was recommended. Discussions are underway for an alternative procurement mechanism, which may include direct procurement or through a UN agency.

The main activities implemented to achieve ***Output 2.4. Improved capacities of implementing MDAs*** included the following:

i. *The Primary Record Manager (PReM) System for Basic Education was established.* A pilot was conducted in 2 regions of Ruvuma and Mwanza where 1,556 (92%) schools from 16 LGAs (8 in Mwanza and 8 in Ruvuma) uploaded their data into the system. System improvement to accommodate recommendation from users were made prior to roll out. Upon approval of the roll out from the Grant Agent, 24 regions were reached from where SLOs at the region and LGAs were oriented on how to use the system thus create a cadre of decentralized system support. As of 30th June 2017, all 26 regions and 186 LGA have been reached, pupils data collected and over 97% of the data has been uploaded. A total of 8,735,398 pupils of standard I to VII from 17,482 schools have been registered.

ii. An *auto poly-wrapping machine for Std II and IV examinations* was procured and delivered to NECTA in August 2017 and staff trained by the supplier on the necessary operating procedures.

iii. *Enhancement of NECTA's Electronic Data Center was completed*, including procurement and installation of servers, software and other related ICT Equipment.

iv. *The rraining of key sector staff was conducted, based on a training needs assessment,* including: sponsorship for one post-graduate study; refresher training for 40 MoEST office secretaries; and IPSAS training for 60 MoEST accountants.

v. *The MOEST HQ Registry was computerized to increase efficiency in decision making,* including renovation of the file archive at the MoEST Office in Dar es Salaam, and procurement of the office supplies (heavy duty photocopier, scanner and printer).

vi. *An Internal Audit and VFM exercises of the LANES programme were conducted*. In addition to an internal audit, management team members (30) from MoEST and PO-RALG were oriented in the concept and practice of VfM during a financial and procurement management workshop facilitated by KPMG. During the training, MDAs agreed that: retrospective

documentation of VfM should be conducted for all implementing agencies; the effective coordination specifically on VFM – for example through quarterly, programme wide meetings - should be ensured; and MDAs should be responsible for adherence to VFM principles

Intermediate Result (IR) 3: Increased community engagement in Literacy and Numeracy programmes.

Two output-level results were intended to achieve IR 3, whose focus is to promote parents' engagement in improving their children's learning outcomes and ensuring strong community participation for close follow-up and monitoring of school performance. These outputs are (1) increased sensitization and awareness raising; and (2) increased parental and community engagement.

The main activities implemented to achieve ***Output 3.1 Increased sensitization and awareness raising*** included the following:

i. *Grants were provided to CSOs, via TEN-MET, to provide support in community engagement for promoting 3Rs activities*, including: raising awareness on literacy and numeracy; documentating and disseminatiing best practices; organizing parents' dialogue on literacy and numeracy via local radio and television; preparing and disseminating '*Mimi na Elimu*'; facilitating literacy and numeracy competitions at school and District level; and carrying out media campaigns on literacy and numeracy.
ii. *Outreach visits were conducted by senior leadership (including the Deputy Minister for Education, to sensitize communities about the 3Rs.* The outreach included a focus on special needs education and non-formal education. *Information, education communication (IEC)* materials (6000 copies) were printed and disseminated.
iii. *TV and radio programmes (25), focusing on different thematic issues, were aired quarterly* to showcase government's efforts in improving literacy and numeracy in Tanzania.
iv. *A programme to sensitize communities on establishing children clubs was prepared and 20 children club events have been held nation wide*.

To achieve ***Output 3.1 Increased community and parental engagement,*** the following activities were implemented.

i. *SMC orientation on community mobilization was completed,* focusing on the roles and responsibilities of the SMC members, Whole School Development Planning, and development of an annual calendar for parents-teachers meetings.
ii. A *training of trainers (TOTs)* was completed, targeting 26 REOs, 26 RAO and 26 NFE officers and a further 530 LGA officers.
iii. *Through a grants-based cascade model, 11,647 SMCs (a total of 151,411 members) were provided with orientation,* and 2 copies of the SMC Guideline per school (45,000 copies) were distributed worldwide.

Annex 2 – Terms of Reference

Terms of Reference for the Evaluation of GPE-LANES program.

1. Background information

Introduction

The United Republic of Tanzania through the Ministry of Education Science and Technology (MoEST) and the President's office, Local Government Authority (PoRALG) are currently implementing a program to improve the education sector which is funded by the Global Partnership for Education (GPE) under the supervision of Swedish Embassy. The funding amounting to 94.8Million USD started its implementation in 2014 and ends on December 31st 2018.

The Literacy and Numeracy Education Support (LANES) program aims at improving the acquisition of reading, writing and numeracy skills (3Rs) among children in and out of school. The main components of the current program are 1) Improve Teaching and Learning of 3R's for ages 5 to 13 years; 2) Improved Education sector management, and 3) Increased community engagement in Literacy and Numeracy program.

The MoEST, in collaboration with other stakeholders, is now in the process of developing a new program which will also seek funding from the GPE. The grant will have a fixed part (40%) and a variable part (60%) where the latter is results based financing and disbursements from the GPE will hinge on reaching certain results. The amount allocated to Tanzania Mainland for this grant is 74M USD. Therefore, Embassy of Sweden is seeking the services of a vendor(s) to develop and implement an evaluation of GPE-LANES program, as per the specifications below.

2. Purpose and main objectives

The purpose of this exercise is:

1) To evaluate the performance of the GPE program
2) To provide lessons learnt, and provide recommendations for scaling up

The evaluations shall review and assess the performance of the GPE LANES program in terms of relevance, effectiveness, efficiency, sustainability and impact and how the lessons learnt can feed into the new GPE program, other development partner support and the ESDP.

3. Evaluation questions

The evaluation 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.

Specific questions and issues to be considered under each criterion:

Relevance

1. Is the intervention in tune with development policies and administrative systems of the Government of Tanzania?
2. Were program objectives and activities relevant to the specific needs and priorities of the Education Sector and its beneficiaries?
3. Were the activities and outputs of the program consistent with the intended impacts and effects?

Effectiveness:

4. What were the major factors influencing the achievement or non-achievement of the objectives?
5. To what extent is the identified development the result of the intervention rather than of exogenous factors?
6. 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?

Efficiency

7. Were the program's resources managed in a transparent and accountable manner?
8. How flexible was the program in adapting to changing needs?
9. How did the program co-ordinate with other similar interventions to encourage synergy and avoid overlaps?
10. What was the operational effectiveness (e.g., structure/operations/governance) of the MoEST when implementing the program?

Impact

The Consultant(s) should examine if the programs 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,

11. What are the intended and unintended, positive and negative, effects on teachers, students, MoEST and/or other non-targeted communities arising from the program interventions?
12. What effects, if any, can be attributed to the program?
13. Did the program take timely measures to mitigate the unplanned negative impacts?

Sustainability

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

14. Has the program resulted in the leveraging of knowledge and interventions to ensure sustainable impact?
15. How far was the program embedded in local and institutional structures?
16. Has the MOEST and PoRALG's capacity (strategic, operational and Financial capacity) been properly built to continue to deliver the programs' benefits/services? What support has been provided from other partners and programs?

4. Scope of work and delimitations

The evaluation is expected to generate relevant findings, lessons, and recommendations which will inform future program design and methodologies.

It is expected that visits will be conducted to a sample of schools to capture the view of the recipients (teachers and students). Ministry departments and Agencies implementing the GPE LANES program will be consulted.

5. Approach and Methodology

The Consultant(s) should propose a methodology for carrying out the assignment before commencement (by April 20, 2018 subject to contracting by April 25, 2018) that must be approved by the Swedish Embassy in Dar es Salaam. Both quantitative and qualitative methods should be employed. The proposed methodology should show the sample design that will be used, the data collection and analysis methods to be applied and the geographical coverage where the review will be conducted.

There are a number of key participants involved in the LANES program, who will need to be interviewed, noting that the GPE program involves a larger number of stakeholders.

MoEST and PoRALG

- Management Team
- Key coordinating staff at the Department of Policy, Planning and Research
- LANES Program coordinators and implementers
- Ministerial Departments and Agencies

Partners and other stakeholders

- The coordinating agency-Canada
- Beneficiaries in the field - head-teachers, teachers, students, parents
- Development partners working in education
- Likeminded programs-EQUIP(T), TUSOME Pamoja, UNICEF
- Civil society organisations (Haki Elimu, TENMET, others?)

6. Reporting, Communication and Time Schedule

The reports should be written in English. The consultants shall prepare and submit a preliminary work-plan and budget as per Sida and Niras Framework agreement for the assignment by 20th April 2018. The assignment shall be conducted from April to July 2018 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, to consult and interview various people, conduct desk reviews, analysis and report writing- drafts and finals. It is expected that the consultants will come up with the methodologies to implement this assignment within the agreed budget.

The Consultant(s) will submit draft reports to the MoEST and Embassy of Sweden for review and feedback by all stakeholders before completing the reports. The draft reports should be submitted simultaneously, with a deadline on 30th July 2018. The final reports should be

submitted at latest 2 weeks after feedback on the draft reports has been shared with the consultants.

In this context, please note:

• The evaluation team should ensure that all data are collected according to ethical standards and that collected data are organized, secured and preserved.

• All data and findings will remain the property of the Swedish Embassy and MoEST at the conclusion of the evaluation contract.

7. Evaluation Team Qualification

- Three to four consultants can be hired for this assignment. One team member 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 working in Tanzania.
- At least one member of the team shall have experience in program evaluations and research methods (both quantitative/qualitative).
- All members must have very good knowledge in spoken and written English. At least one member must be fluent in Swahili.

ANNEXES:

- **Program Documents**
    - **GPE 1 application document,**
    - **GPE revised Program document (2016)**
    - **GPE 1 Mid term review report**
    - **Annual and semi Annual narrative reports**
    - **Program Activities oriented reports.**

Annex 3 – Evaluation Matrix

EVALUATION MATRIX				
Guiding questions (ToR)	**Sub-questions**	**Methods**	**Sources**	**Comments on Data**
Relevance				
1. Is the intervention in tune with development policies and administrative systems of the Government of Tanzania?	*Analysis of LANES (intermediate results) alignment with national policy frameworks*	Desk Review; KII; FGD-MDA, Questionnaire	Policy documents, programme documents; key informants (MDAs, and DPs); ministry-level management and technical staff	
	Stakeholders' understanding of 'alignment'			
	LANES contribution to sector-wide policy coherence			
	Complementarity of national ESDP Sub-Sector operational plans and future GPE programming			
2. Were program objectives and activities relevant to the specific needs and priorities of the Education Sector and its beneficiaries?	*Analysis LANES (intermediate results) alignment with ESDP*	Desk Review; KII; FGD-MDA	ESDP, programme documents; key informants (MDAs, and DPs); ministry-level management and technical staff	Final, endorsed ESDP required; Identify key informants who were involved with LANES in 2013; BRN/EP4R reports required.
	Relevance (participatory design) of the intermediate results (IR) to the sector context and target beneficiaries needs (including marginalized children)			
	Expectations of the FTI Catalytic fund (initial, over time, and future)			
	Challenges and opportunities of the EP4R financing modality in relation to GPE programming			
3. Were the activities and outputs of the program consistent with the intended impacts and effects?	LANES addressed/did not address systemic issues	Desk Review; KII; FGD-MDA	Programme documents; key informants (MDAs, and DPs); ministry-level management and technical staff	
	LANES was/not national programme			
Effectiveness				
1. What were the major factors influencing the achievement or non-achievement of the objectives?	*Analysis of LANES outcome and output indicators; and additional results indicators identified by the Evaluation Team (e.g. improved pedagogy; improved school-based planning, management, monitoring and accountability; improved community engagement, etc.)*	Desk Review; KII; FGD-MDA, Questionnaire	LCU; M&E matrix; ESMIS data; key informants (MDAs, and DPs); ministry-level management and technical staff, SMCs, Teachers, Head Teacher	LCU required to provide up-to-date M&E matrix.
	Factors driving progress towards the IR			
	Main challenges in achieving the IRs			
	Mitigating measures			
2. To what extent is the identified development the result of the intervention rather than of exogenous factors?	*Analysis of programme's theory of change (assumptions)*	Desk Review; KII; FGD-MDA, Questionnaire	Programme documents; key informants (MDAs, and DPs); ministry-level management and technical staff, LGAs and WECs	Programme documents include a 'theory of change' and a discussion of risks and assumptions but they are not
	Factors influencing the results of the 3Rs assessments			
3. 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?	*Analysis of programmatic changes and justification*	Desk Review; KII; FGD-MDA	LCU; Programme documents; key informants (MDAs, and DPs); ministry-level management and technical staff,LGAs and WECs	
	Extent to which changes benefitted specific target groups, including children with special needs			
	Extent to which 'foundational' expected results were included in the revised programme			
Efficiency				
1. Were the program's resources managed in a transparent and accountable manner?	*Analysis of financial reports and transparency in the use of resources*	Desk Review; KII; FGD-MDA, Questionnaire	LCU; Financial reports; key informants (MDAs, and DPs); ministry-level management and technical staff, SMCs, Head Teacher, LGAs, WECs	Progress/evaluation reports of other DP-supported projects are required.
	Complementarity/duplication of 'similar support' from other Development Partners			
	'Harmonization' in relation to financial management			
2. How flexible was the program in adapting to changing needs?	*Analysis of change management/'Current Status' matrix*	Desk Review; KII; FGD-MDA	LCU; Programme documents; key informants (MDAs, and DPs)	LCU required to complete matrix provided by the Evalution Team.
	Pros and cons of 'flexible' programming; challenges and opportunities of change management for LANES			
3. How did the program co-ordinate with other similar interventions to encourage synergy and avoid overlaps?	*Analysis of coordination structure, processes and mechanism*	Desk Review; KII; FGD-MDA	Programme documents; key informants (MDAs, and DPs)	
	Programme coordination in relation to IR1, IR 2 and IR 3, including coordination of geographical coverage			
	Challenges and opportunities of coordinating multi-project planning and implementation			
4. What was the operational effectiveness (e.g., structure/operations/governance) of the MoEST and PORALG when implementing the program?	Challenges and opportunities of: inter-ministerial collaboration; and intra-ministerial/departmental collaboration	Desk Review; KII; FGD-MDA	Programme documents; key informants (MDAs, and DPs); ministry-level management and technical staff	Access to senior management in both MoEST and PORALG is required.
	Challenges and opportunities of: two-way vertical coordination with LGAs; and working with community leaders			
	CSOs' involvement in LANES, planned and actual			
Impact				
1. What are the intended and unintended, positive and negative, effects on teachers, students, MoEST and/or other non-targeted communities arising from the program interventions?	Positive work/home/school environment changes resulting from participation in LANES	KII; FGD-MDA; Community Case Study, Questionnaire	Key informants (MDAs, and DPs); Council officials, Teachers, Parents, SMC and community members, children	
	Positive behaviour changes resulting from participation in LANES			
	Unintended changes			
	Changes that were negative			
2. Did the program take timely measures to mitigate the unplanned negative impacts?		KII; FGD-MDA	LCU; Key informants (MDAs, and DPs)	
Sustainability				
1. Has the program resulted in the leveraging of knowledge to ensure sustainable impact?	Integration of LANES outputs into new programming	Desk Review; KII; FGD-MDA	Programme documents; key informants (MDAs, and DPs)	
2. How far was the program embedded in local and institutional structures?	Value-added LANES outputs	Desk Review; KII; FGD-MDA	Programme documents; key informants (MDAs, and DPs)	
	Stakeholders' understanding of 'sustainability'.			
	LANES contribution to education system-strengthening (sustainability of main outputs by IR)			
	LANES contribution to strengthening business processes			
3. Has the MOEST and PoRALG's capacity (strategic, operational and Financial capacity) been properly built to continue to deliver the programs' benefits/services? What support has been provided from other partners and programs?	*Analysis of 'Current Status' matrix*	Desk Review; KII; FGD-MDA	LCU; Programme documents; key informants (MDAs, and DPs)	LCU required to complete matrix provided by the Evalution Team.
	Analysis of future GPE 2 programming			
	LANES contribution to institutional capacity building			
	DP's contribution to institutional capacity building			
	LANES contribution to organizational capacity building			
Cross-cutting: respondents' views on how to improve future GPE-LANES programmming		KII; FGD-MDA, Community Case-study	MDAs, DPs, Teaching staff, School management, community members	

Annex 4 – Field Results Analysis Report

This report presents the findings from the field-level questionnaires and the FGDs administered to the Head Teachers, Teachers, SCMs and the LGA/Ward level officials, including officers responsible for the quality assurance of schools. The key purpose of this report is to provide inputs to the evaluation of GPE-LANES. The findings presented here will be further explored and commented on in the main evaluation report.

The field-level interviews focused on gathering information on achievements as well as constraints to achieve the objectives of the three GPE-LANES result areas (Improved Teaching and Learning of 3Rs for children aged 5 to 13; Improved Sector Management; Increased Community Sensitization) from the perspectives of the main beneficiaries listed above. Specifically, the field-level interviews addressed the following areas: 1) the effectiveness of capacity building and training; 2) the support for continuous professional development of teachers; 3) the usefulness and the relevance of the teaching and learning (T&L) materials distributed to the schools for the 3Rs and the revised curriculum; 4) the process of quality of assurance; 5) community mobilization and the efforts to reach out to the communities regarding the importance of education and the attainment of the 3Rs from an inclusive perspective (e.g., inclusion of children with special needs and OOSC).

Overall Impact of GPE-LANES Based on the Findings from the Field-Level Interviews:

Regarding the highest level of impact of GPE-LANES, the impact on students, the field-level respondents have offered very positive feedback both in terms of improved learning outcomes in the 3Rs, but also on other unintended effects such as students' eagerness to go to school, their more active participation in the classroom, improved relationship between students and teachers as the classroom environment has become more child-friendly.

" Yes, the situation has changed for sure because most of the pupils have now learnt how to read, count and write, unlike how it used to be previously"; "There are improvements because when you compare to it the previous year, then changes for the better are there. In the past it was quite not a surprise to find a student coming from grade two heading to grade three without knowing how to read but now that is not the case statistically"; "Previously, a class of two hundred and over twenty students went to third grade without knowing how to read and write, which is not the case now"; "Pupils are curious and enjoy studying"; "Pupils master 3R quickly, pupils understand easily because of new teaching techniques"; "Attendance has

increased, performance has improved and pupils enjoy going to school as they learn by practice"; "Truancy has been reduced because the learning environment is attractive to pupils" (Head Teachers (HT); teachers, SMC members, LGA staff).

Moreover, the impact of LANES on teachers' ability to handle the challenge of teaching in a resource poor environment should not be underestimated. Likewise, the field interviews have been able to shed light on the increased involvement of communities and parents in schools and their children's education, as well as the increased social cohesion, which are all very positive impacts.

Result Area 1: Improved Teaching and Learning of 3Rs for children aged 5 to 13

The main focus in results area 1 has been on the development and distribution of T&L materials relevant for the revised 3Rs curriculum and training of teachers in competence-based teaching and child-centered learning in line with the revised curriculum. There has also been an effort to reach more OOSC by establishing satellite schools, as well as facilitating access to schooling for children with different types of disabilities.

Teachers' professional development [11]

There is a strong consensus among the beneficiaries (teachers) and key educational staff at the LGA and ward levels, and among the SMCs that training in the revised curriculum has contributed to improved teaching and learning of the 3Rs. For instance, all 40 head teachers indicated that teachers have developed new pedagogical skills in the management of students with diverse learning abilities using more participatory and child-centered approaches. In addition, teachers have become more confident and motivated, have learned how to develop lesson plans, and have become more creative in delivering sessions and designing locally relevant T&L materials. They have also found it easier to identify students with learning disabilities.

"Teachers have new techniques, they have been motivated after training"; "Teaching techniques has changed, attendance has increased, teachers are motivated"; "Increase in teachers ability to manage and monitor the classes with more confidence. Teachers can now prepare better lesson plans and can teach the new curriculum accordingly"; "Teachers are competent in teaching new curriculum especially the R3." (HTs)

[11] Note that the coding scheme used in the quotations through out this report refers to the category of respondent and/or the particular instrument used for information gathering (HTs=Head Teachers; Teachers, either questionnaire or FDGs; SMCs; LGA/Quality Assurance; DEOs/ WEOs)

Similarly, the majority of the 126 teachers, who had received training on the revised curriculum, claimed that they had become more confident, motivated and more creative in developing their own teaching tools as a result. They also reported that their working environment had become more friendly and conducive of pupils and teachers working together.

"The training has given us confidence to teach, the teachers work together to improve 3R, it has help us to be creative according to the environment"; "There have been changes in teaching techniques, creating teaching tools and learning materials"; "We have more conducive and friendly teaching environment as pupils learn practically." (Teachers: Questionnaire)

Similarly, quotes by the LGA and ward education officers (WEOs) point to the fact that the training has provided teachers with new ways of dealing with the challenges of teaching the 3Rs and the management of the teaching and learning process, including increased collaboration amongst teachers.

"Teachers have gained new teaching techniques, teachers share experiences and have a networking on how to create teaching tools"; "Teachers are motivated to teach pupils, they have come up with new teaching techniques";
"It has strengthened relationships between teachers with trained teachers training other teachers" (DEOs and WEOs)

Teachers who had received training during the last three years by the government or ADEM (126 of the 196 teachers in the sample) were asked to judge on a scale from 1 to 5, where 5 is the most positive, the effectiveness of their training (Table 1). The overall ratings of the following questions: (1) the training addressed the problems facing teachers when teaching the 3Rs; (2) the content of the training was relevant; (3) the training provided key skills received, with a few exceptions, high ratings of either 4 or 5 with lower overall ratings by teachers in Nkasi and Sumbawanga districts: However, the amount of time allocated for the training was in general considered too short.

Table 1:Ratings by trained teachers regarding the overall effectiveness of the training

Item 1: "Training addressed the problems I am facing when teaching 3Rs"			
District	Average	Min	Max
Chato No. of teachers: 42	4.4	1	5
Geita No. of teachers: 15	3.9	2	5
Nkasi No. of teachers: 38	3.6	2	5

Sumbawanga No. of teachers: 31	3.5	2	5
Item 2: “Training Content was relevant to 3Rs”			
District		Min	Max
Chato No. of schools: 10 No. of teachers: 42	4.4	1	5
Geita No. of schools: 10 No. of teachers: 15	4.3	3	5
Nkasi No. of schools: 10 No. of teachers: 38	3.7	2	5
Sumbawanga No. of schools: 10 No. of teachers: 31	3.5	1	5
Item 3: “Amount of time of training was sufficient”			
District		Min	Max
Chato No. of teachers: 42	3.3	1	5
Geita No. of teachers: 15	2.4	1	4
Nkasi No. of teachers: 38	2.4	1	4
Sumbawanga No. of teachers: 31	2.0	1	4
Item 4: “Training was practical rather than theoretical”			
District		Min	Max
Chato No. of teachers: 42	4.4	3	5
Geita No. of teachers: 15	4.4	3	5
Nkasi No. of teachers: 38	3.2	1	5
Sumbawanga No. of teachers: 31	3.4	1	5

Item 5 “Training provided key skills”			
District		Min	Max
Chato No. of teachers: 42	4.6	3	5
Geita No. of teachers: 15	4.4	3	5
Nkasi No. of teachers: 38	3.5	2	5
Sumbawanga No. of teachers: 31	3.5	2	5

The trained teachers as well as the Head Teachers were also asked to rate the specific skills gained as a result of the training such as 1) “greater mastery of the subject teaching”; (2) “better at creating lesson plans”; (3)“acquired different ways of teaching students”; (4) “acquired new skills of helping students with special needs”; (5) “being more creative in designing teaching resource materials”; (6) “more confident in teaching the new curriculum”; (7) “can handle more professional work than before; (8) are good evaluators of the students now” (Table 2). Overall, the ratings confirm what teachers, Head Teachers, LGAs and WEOs quoted above that the training has in many ways improved several of the skills needed to be an effective teacher with average ratings close to five on key new skills in Chato and Geita. However, catering for students with special needs, and learning disabilities is still a major challenge for teachers in the districts of Nkasi and Sumbawanga. As also noted above, teachers in these two districts seem to be lagging behind in terms of the support needed for the kinds of challenges teachers face in the region of Rukwa.

Table 2: Teacher and Head Teacher ratings of new skills developed

Item 1: “Teachers have greater mastery of the subject content”			
District		HT	Teachers
Chato No. of schools: 10 No. of teachers: 42	Average	4.9	5
	Min	4	5
	Max	5	5
Geita No. of schools: 10 No. of teachers: 15	Average	4.4	4.7
	Min	4	
	Max	5	
Nkasi No. of schools: 10 No. of teachers: 38	Average	4.2	4.0
	Min	4	
	Max	5	
Sumbawanga	Average	4.0	3.4
No. of schools: 10	Min	3	

No. of teachers: 31	Max	5	
Item 2: “Teachers are better at creating lesson plans”			
District		HT	Teachers
Chato	Average	4.6	5
No. of schools: 10	Min	4	
No. of teachers: 42	Max	5	
Geita	Average	4.4	5
No. of schools: 10	Min	4	
No. of teachers: 15	Max	5	
Nkasi	Average	4.1	4.4
No. of schools: 10	Min	3	
No. of teachers: 38	Max	5	
Sumbawanga	Average	3.9	4.1
No. of schools: 10	Min	3	
No. of teachers: 31	Max	4	
Item 3: “They have a different way of teaching the students”			
District		HT	Teachers
Chato	Average	4.9	5
No. of schools: 10	Min	4	
No. of teachers: 42	Max	5	
Geita	Average	4.5	5
No. of schools: 9	Min	3	
No. of teachers: 15	Max	5	
Nkasi	Average	3.7	4.1
No. of schools: 10	Min	2	
No. of teachers: 38	Max	4	
Sumbawanga	Average	3.8	3.9
No. of schools: 10	Min	5	
No. of teachers: 31	Max	1	
Item 4: “Teachers have new techniques of helping students with learning difficulties”			
District		HT	Teachers
Chato	Average	4.9	5
No. of schools: 10	Min	4	
No. of teachers: 42	Max	5	
Geita	Average	4.4	4.7
No. of schools: 10	Min	4	
No. of teachers: 15	Max	5	
Nkasi	Average	3.4	4.0
No. of schools: 9	Min	2	
No. of teachers: 38	Max	4	
Sumbawanga	Average	3.6	3.2
No. of schools: 9	Min	1	

No. of teachers: 31	Max	4	
Item 5: “Teachers have new skills of helping students with special needs”			
District		HT	Teachers
Chato	Average	4.3	3
No. of schools: 7	Min	4	
No. of teachers: 42	Max	5	
Geita	Average	4.1	2.1
No. of schools: 8	Min	3	
No. of teachers: 15	Max	5	
Nkasi	Average	2.0	1.6
No. of schools: 9	Min	1	
No. of teachers: 38	Max	5	
Sumbawanga	Average	2.0	1.6
No. of schools: 5	Min	1	
No. of teachers: 31	Max	4	
Item 6: “Teachers are more creative in designing teaching resource materials”			
District		HT	Teachers
Chato	Average	5.0	5
No. of schools: 10	Min	5	
No. of teachers: 42	Max	5	
Geita	Average	4.6	5
No. of schools: 10	Min	4	
No. of teachers: 15	Max	5	
Nkasi	Average	4.0	4.1
No. of schools: 9	Min	4	
No. of teachers: 38	Max	4	
Sumbawanga	Average	4.2	3.9
No. of schools: 10	Min	4	
No. of teachers: 31	Max	5	
Item 7: “Teachers are confident in teaching the new curriculum”			
District		HT	Teachers
Chato	Average	4.9	4.9
No. of schools: 10	Min	4	
No. of teachers: 42	Max	5	
Geita	Average	4.3	5
No. of schools: 10	Min	3	
No. of teachers: 15	Max	5	
Nkasi	Average	3.6	4.2
No. of schools: 9	Min	2	
No. of teachers: 38	Max	4	
Sumbawanga	Average	3.7	3.7
No. of schools: 9	Min	3	
No. of teachers: 31	Max	4	
Item 8: “Teachers can handle more professional work than before”			

District		HT	Teachers
Chato No. of schools: 10 No. of teachers: 42	Average	5	4.9
	Min	5	
	Max	5	
Geita No. of schools: 10 No. of teachers: 15	Average	4.3	5.0
	Min	3	
	Max	5	
Nkasi No. of schools: 9 No. of teachers: 38	Average	3.9	4.3
	Min	3	
	Max	4	
Sumbawanga	Average	3.9	3.9
No. of schools: 9 No. of teachers: 31	Min	2	
	Max	5	
Item 9: "Teachers are good evaluators of the students now"			
District		HT	Teachers
Chato No. of schools: 10 No. of teachers: 42	Average	4.9	5.0
	Min	4	
	Max	5	
Geita No. of schools: 10 No. of teachers: 15	Average	4.1	4.3
	Min	3	
	Max	5	
Nkasi No. of schools: 9 No. of teachers: 38	Average	3.8	4.1
	Min	2	
	Max	4	
Sumbawanga	Average	4.1	4.0
No. of schools: 9 No. of teachers: 31	Min	4	
	Max	5	

Continuous professional development (CPD) and peer learning

Most schools have some form of follow-up after the training of teachers including peer learning when trained teachers train other teachers. The arrangements are mostly informal, with internal seminars, debriefing, and sessions in which teachers share experiences with each other.

"After the training we had a meeting where we prepared internal training, we trained those who did not know 3Rs for 4 days"; "All teachers trained shared materials with other teachers" (Teachers: Questionnaire);

"Key competent teachers do train other teachers through, school meetings, subject club networks and Ward level meetings" (HT).

"These programs have helped a lot to increase the number of resource persons by training other teachers using the Key Competent Teachers within their localities"

"Currently, the Town Council is using the LANES trained teachers to groom secondary school teachers"; "Teachers have gained new teaching techniques, teachers share experiences and have a networking on how to create teaching tools" (LGA/Quality Assurance)

Although peer learning is appreciated there are constraints such as lack of time, disruption from teaching, resentments to be trained by fellow teachers, and the fact that "it is not as effective as being trained by a tutor since important aspects will be lost" (HTs).

The provision of materials for continued professional development such as the Continuous Professional Development Modules (CPDMs) has been well received by most teachers (Table 3). Nearly all the teachers who have used the modules found them useful, and 51 of 125 teachers (40%) found them also very useful. However, there are still teachers who are not aware of these tools: 71 of the 196 surveyed teachers, most notably in Rukwa region have never been exposed to the CPDMs. The level of support from the government, the school, etc., for continuous professional development is also not rated highly by the teachers in Nkasi and Sumbawanga: on a scale from 1 to 5, the average rating is 3 in Nkasi and Sumbawanga, respectively.

Table 3: Level of awareness of CPD modules and its usefulness for daily work

	No. of teachers that answered the question	No. of teachers aware of the CPD modules	No. of teachers unaware of the CPD modules	If aware: Average Ratings of their usefulness		
				Not very useful	Moderately useful	Very useful
Chato	62	54	8		20	34
Geita	32	31	1		22 (one blank)	8
Nkasi	47	21	26	1	16	4
Sumbawanga	55	19	36		14	5
Total	196	125	71	1	72	51

The usefulness and relevance of the Teaching and Learning (T&L) material for 3Rs

The evaluation did not attempt to carry out an audit of textbooks and T&L materials. The main purpose was rather to gauge the usefulness and relevance of the T&L materials received. Teachers reported that students found the following – with their

illustrations - more enjoyable than their old books: the new T&L for Std II books and the curriculum materials for Pre-Primary, and Std. III books.

“the new books makes the student want to learn every day because they are now well stacked with good images which makes the students want to make reference to them all the time”; “for example when you tell a child that a pineapple looks like this, instead of living in a world of imagination the child has the chance to see the pineapple in a book actually which makes the learning process easier” (Teachers: FDG).

However, there are a number of issues raised by all the respondents regarding the provision of T&L. This raises the question of whether the development of T&L materials was in sync with LANES other activities. Apart from the delay in the receipt of textbooks, and their not being supplied in sufficient quantity (less than the standard number per school based on the number of students) several respondents claimed that the books were not relevant, shallow, too difficult for students to understand (not taking into consideration the age of the student), and with insufficient student exercises. In addition they reported on the poor print quality, the many mistakes, and that some books even needed to be returned. Only a few respondents claimed that the books were useful and relevant.

“I think that before the distribution of these new books the government should be very keen and revise these books over and over again before they bring confusion that the previous teacher has already spoken about because to be fair the difference of the summary topics and the context in the books is very huge which only makes the teacher’s work plan even more difficult”. (Teacher: FDG)

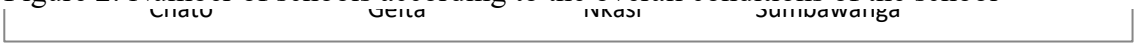
Constraining factors in the implementation of the revised curriculum

Most teachers claimed that their school was somehow able to implement the new curriculum amidst the contextual factors of poor infrastructure (Table 3, Figure 1), big class sizes (more than 120 in some cases), lack of T&L materials, etc. Teachers are making teaching tools, preparing lesson plans according to the new curriculum and methodology for teaching the 3Rs. However, there are very few teachers trained, and the use of cascade models, although implemented in many of the schools, it is not sufficient for changing the culture of teaching towards a more child- friendly learning environment. The fact that the quality, relevance and supply of T&L materials are not sufficient, along with the poor conditions of the schools, means that the prevailing situation has not been conducive for improving the teaching and learning of the 3Rs. In addition, student absenteeism still constitutes a major issue for many teachers, as they need to repeat the same lesson when the absent students return to the class. (FGD Teachers)

Table 4: Conditions of the schools: number of schools with different types of infrastructure

Conditions of the school	Chato	Geita	Nkasi	Sumbawanga	TOTAL: No. of sampled schools in parenthesis
Roofs are intact	10 (100%)	9 (90 %)	9 (90%)	10 (100%)	38 (40)
Enough window lights	10 (100%)	8 (80%)	8 (80 %)	8 (80%)	34 (40)
School and classrooms accessible to students with Physical Disabilities (PD)	1 (10%)	5 (50%)	1 (10%)	0 (0%)	7 (40)
Adequate class space and seating arrangements for learners	1 (10%)	3 (30)%	3 (30%)	3 (30%)	10 (40)
Separate toilets and washing rooms for girls and boys	4 (40%)	8 (80%)	0 (0%)	0 (0%)	12 (40)
Toilets assessable for students with PD	0 (0%)	2 (20%)	2 (20%)	0 (0%)	4 (40)
School Fence	0 (0%)	2 (20%)	1 (10%)	0 (0%)	3 (40)

Figure 2: Number of schools according to the overall conditions of the school



Provision for Students with Special Needs

As shown above, the facilities for catering for students with special needs are still very limited and there are also only a few students with special needs (hearing, vision, physically disabled) enrolled in the sampled schools (HT). In addition, the schools have not, in general, asked for equipment to be sent to schools maintaining, "we have no students with special needs" (HT). However, some promising examples of efforts to provide for this group of marginalized students include teachers saying that we are able to receive students with special needs.

"Because we have teachers who have received training on the special need children"; "The school is in a position to help children with special needs because we have teaching tools";

"Pupils in my school have mastered 3Rs so they can help the pupils with special needs";

"Pupils with special needs are helped using inclusion methods (uchopekaji) mixing them with other pupils who have no disability".

Result Area 2: Improved Sector Management

The result area 2 has included, among other things, strengthened capacity to carry out quality assurance, improved capacity for evidence-based decision making, and management of schools.

Quality Assurance

According to Geita and Rukwa Chiefs of Quality Assurance (LGA/Quality Assurance) all schools in Geita has been inspected in regards to the progress on the 3Rs, while only 50 percent of the schools in Chato, and 25 and 20 percent of the schools in Sumbawanga and Nkasi, have recently received a visit from the Office of Chief Inspector of Schools, respectively (Table 5).

When asking the same question to the Head Teachers it turns out that 35 of the 40 sampled schools have within the last year received a visit from a DEO or WEO, and 27 schools have received a visit from the Office of the Chief Inspector of Schools (Table 6). However, there are 13 schools that have not yet been inspected in recent times.

Table 5: Number and percentage of schools inspected in regard to the 3Rs

District	No of schools inspected	% Of schools inspected

Geita	69	100 %
Chato	65	50 %
Sumbawanga	26	25 %
Nkasi	21	20 %

Table 6: Number and percentage of sampled schools that have received a visit from a DEO, WEO or the Chief Inspector of Schools within the last year

	Received a visit from a DEO or WEO since 2017	Received a visit from the Office of the Chief Inspector of Schools since 2017
Chato	10 (100%)	6 (60%)
Geita	10 (100 %)	8 (80%)
Nkasi	8 (80%)	7 (70%)
Sumbawanga	7 (70%)	7 (70%)
TOTAL	35	27

The main reason provided for not being able to reach the schools is the geographical accessibility of schools and the lack of resources, and vehicles that can travel in rough terrains, crossing lakes and rivers, etc. (LGA/Quality Assurance).

For the most part the inspections were general inspections while some inspected lesson plans, conducted classroom observations, reviewed administrative activities and financial issues, as well as the general conditions of the school. Pupil attendance, and teacher attendance based on office records were also reviewed. (Teachers: Questionnaire)

Feedback: The majority of schools have received some feedback. However there are some schools that are still waiting for feedback. Some schools have received the feedback in written reports, while in other schools the feedback was delivered in meetings with teachers (staff meetings). (Teachers: Questionnaire)

Support from the government and training of LGAs/WEOs

Out of the 23 LGA/Ward officers included in the sample less than half (10) had received any type of training during the last three years (Table 7). In one of the districts, Chato in Geita Region, none of the officers interviewed had been trained recently. The training focused on teaching and learning of the 3RS for pre-school to Std 4, planning and monitoring of educational resources and results, and leadership training. The officers involved in quality assurance had also received special training in school inspection including how to rate the quality of students and teachers, and the school-wide environment. Only one special needs assessor had received any training.

In general there was a high level of satisfaction with the training: on a scale from 1 to 5, with 5 being the most positive, the average rating was 4. However, there were some complaints about the duration being too short to cover all the topics or the number of participants was too many given the number of facilitators. For instance one of the respondents claimed that

"the training enable us to gain teaching skills on improving pupils understanding on how to read, write and count properly, the time for trainings was not enough, and trainings should be continuous not for short term". (LGA)

Other respondents reported that the training was very useful

"because it helped us to do our work properly as now we also understand the context of 3Rs and how to inspect and monitor the progress of the program";

"The time of training was short and was just an introduction, there was no participation certificate".

Improved School Management

18 of the 40 Head Teachers interviewed have recently (within last three years) received some training in school management. In essence, the content included responsibilities of the school management committee, education policies, how to write strategic plans, how to supervise the school's administrative, financial and other school resources. The training was considered quite useful with ratings of 4 and 5 on a scale from 1 to 5 by most of the trainees (Figure 2). For instance one participant claimed, "I learned how to write a school strategic plan, became more aware of the responsibilities and limits of the school management committee". However, the amount of time was not sufficient as one of the participants put it "there were almost 7 topics trained in 7days. Time was limited to master the content".

Figure 3: The Effectiveness of School Management Training: Percentage distribution of ratings by Head Teachers who have received training

Furthermore, all but five schools (all in Rukwa) have access to the school management kit. The school management kit is rated very highly (5) by most Head Teachers.

"It's give me direction on how to manage school, it shows work description of teachers and the school committee, it shows different education policy. "

“It gives me direction on how to supervise and what to do on financial management, on how to involve the community in school development”

“I got new technics of supervising school activities.”

“It makes me aware on my responsibilities and on how to fulfill them.”

“Its gives guides on what I am supposed to do, what not do and at what time”

“Its gives me knowledge and confidence.”

There are reasons to believe that LANES through training of Head Teachers have contributed to improved school management. For instance, views from teachers, and the LGA respondents indicate that LANES have had positive impact on school management when it comes to following up with parents, encouraging student attendance, staff supervision and management of resources.

“The school management is following up with parents and insists on the parents to bring their children back to school”; “Training conducted to schools management has improved management of school resources”. (Teachers: Questionnaire)

It has improved and strengthened the planning of school development plans”; “There has been improvement in the management and monitoring of school activities.” (LGA/Quality Assurance)

All but four schools (all in Rukwa) have also a school development plan in place for 2017/18. Most of the schools have strategies for monitoring progress of the 3Rs and addressing different types of problems. The strategies include meetings with parents to solve problems with nonattendance, and how to establish remedial classes. Some Head Teachers claimed that they have meetings with the ward officer every week to identify specific issues related to classroom management of teachers. “Weekly R3 meetings to share progress, challenges and how to overcome them as well as monthly evaluations to identify pupils who haven't mastered the 3Rs” (HT).

However, there are reports that funds given to the Head Teachers are not used for the purposes for which they were intended or that there are conflicts between the Head Teacher and teachers when it comes to the ownership of the funds. “When fund is given to the respective teacher he or she regards the fund as his or hers” (LGA/Quality Assurance).

Result area 3: Increased Community Sensitization

The focus of result area 3 has been on community mobilization (increased parents and community engagement) and improved capacity of School Management Committees (SMCs) for engaging in whole school planning.

Improved capacity of SMCs in school-wide planning

All the SMCs had received at least 2 days of training by the government within the last couple of years (FGD:SMCs). The training was on different aspects of school management, the role and responsibilities of the SMC, how to manage school finances, etc. The training was considered very useful for their involvement in school affairs. For instance,

“we members of the committee did not know how to have proper strategies on how to plan for the whole year but after this we knew how the school should be run “.

Another SMC member pointed out:

“The training was of great importance, it has enabled us to understand our duties and responsibilities at schools. Secondly the training has given us wider view on how to spend government grants as required.”

The training of SMCs has most likely facilitated and strengthened their capacity for school-based planning as most of the SMCs in the sampled schools are involved in the majority of the functions that could be expected from a well functioning SMC. All SMCs in the sampled schools (HTs) are at least involved in decisions regarding the use of the budget and the monitoring of expenditure. This was also confirmed in the FGDs with the SMCs. Many of the SMCs are also involved in the management of teachers, tracking of the performance and attendance of pupils, as well as quality improvements of facilities and infrastructure.

However, it is questionable if the duration of the training is sufficient for the SMC members to be fully effective. It was quite obvious in the FGDs with the SMCs that the competence of the members in dealing with school management issues varied: while some of the SMCs showed more awareness of how to influence decision-making and prioritization of the budget, other SMCs had problems for instance in answering questions on how the school should set priorities.

Community Mobilisation

The majority of schools get support from the community, mostly in the form of contributions in kind for school infrastructure, e.g., building of classrooms and toilets, and bringing food to schools (HTs, FGD:SMCs). In fact, it was claimed by several respondents that the community has become more eager to support school activities as a result of the government’s and SMCs’ effort to raise the awareness of the

importance of the 3Rs. Social cohesion and relationships between the schools and the communities have also improved.

“The community has become more active in providing support to schools or centres”; “Parents have been participating in in building classrooms to ensure the classes are enough, they buy in terms which are needed by school, they ask for permission from school in case of emergency and the child can not attend school”; “The community involvement and relationship with teachers and the school in general has improved to a large extent. “;“The programme has helped in reducing unnecessary conflicts between communities and their school managements “ (LGA/Quality Assurance)

“Parents are helping their children in revising because they are going with their textbooks especially those who don't know how to write and read.” (HT)

Efforts to reach the OOSCs

As displayed in Table 7 below, except for the district of Chato, the level of community involvement in encouraging school attendance is low: on a scale from 1 to 5, where 5 is the most positive, most Head Teachers rated the level of involvement by communities as 3 or below.

Table 7: Level of community involvement ratings in encouraging attendance

		Average	Min	Max
Chato (8 Schools)	4.3		3	5
Geita (8 Schools)	3.6		2	5
Nkasi (7 schools)	2.6		1	4
Sumbawanga (8 Schools)	3.3	3	4	

Although communities are increasingly aware of the importance of education, not all communities have been sensitized about the 3Rs, “Communities do not exactly know what are the programs of 3Rs and the purpose of it” (LGA/Quality Assurance). In fact, only 21 of the 40 schools have conducted an outreach program (conducted mostly by SMCs, teachers, HTs, WEOs, or village members) (HTs).

Table 8: Number of schools that has conducted an outreach program

Chato	(7 schools)
Geita	(7 school)
Nkasi	(4 schools)
Sumbawanga(3 schools)	
TOTAL	(21 schools)

Consequently, there have been limited efforts to reach OOSC, and as such less than half (18 schools) of the 40 schools have increased the numbers of OOSC mainly as a

result of the free education policy. Indeed, some of the sampled communities have become more aware of the importance of education and started to identify and enforce attendance. Some of the major barriers reported are related to the accessibility of roads, bridges (which are not passable during rainy seasons), issues of mother tongue, negative perceptions of children with disabilities, and the school environment not being conducive for learning).

Summary of findings

The findings from the field-level interviews paint an overall positive, but fragmented picture of the achieved program results. On the one hand, the training and capacity building of key beneficiaries (teachers, Head Teachers, and SMCs) have most likely contributed to improved performance. The different ratings on the usefulness of the training, although self-reported, suggest that teachers trained in the revised curriculum have developed new skills and are more confident in managing the classroom environment, students are more eager to learn due to participatory and child-friendly approaches. Likewise, Head Teachers and SMCs are now better prepared for dealing with school-wide planning, and supervision. Furthermore, the materials developed for self-directed learning such as the CPD modules for teachers, and the school management toolkit for Head Teachers are considered very useful.

On the other hand, the procurement and distribution of textbooks and teacher guides to accompany the revised curriculum has not proceeded smoothly. It has caused a great deal of agony and continues to cause confusion amongst teachers, school heads, and other relevant stakeholders. The objective to make education more accessible to children with special needs, and other marginalized groups of children such as the OOSC has not been fully addressed. Few schools have resources to accommodate children with physical, visual or hearing disabilities, and the number of outreach programs and level of effort to encourage greater school attendance and reach the OOSC have been limited.

Moreover, the analysis of the field results raises the question of equity in the distribution of resources and the support provided to schools in different areas. It is quite striking that the respondents in the region of Rukwa - one of the lowest performing regions on the EGMA/EGRA assessments - are consistently rating the usefulness and relevance of the training, awareness of available tools for school improvement lower than the respondents in Geita, which is one of the highest performing regions on the 3Rs assessments. Relatedly, less than 25 percent of the schools in the two districts in Rukwa (Chato and Sumbawanga) have been inspected due to the lack of vehicles that are capable of traveling on rough terrains. These two districts are also lagging behind the higher performing Geita districts when it comes to the level of community involvement and the number of outreach programs conducted.

Annex 5 – Detailed Recommendations

4.1. stabilize the reforms

4.1.1. *Invest in a Baseline Phase of programming*.

To 'grow ownership' of GPE 2, we recommend that those responsible for GPE 2 programming include a 'learning'/design-consolidation phase of the new plan, to do the following:

i. Establish shared ownership of a strategic vision for GPE 2, by means of a high-level executive round-table, ideally including ministerial leadership;

ii. Undertake a series of thematic stock-taking meetings for partners – including all other DP-supported interventions, to agree on future synergies and how best to optimize these, ensuring (a) the discussions are based on evidence, including DP-supported project evaluations; and (b) the results of the discussion are endorsed by the ESDP and High-level Management;

iii. Utilize the above discussion results to consolidate the new programme baseline and results-framework; if a flexible programming approach is to be adopted for GPE 2, stakeholders should agree on a change management strategy;

iv. Reach consensus on a realistic time-frame, carefully considering the sequencing of outputs/activities, in order that foundational interventions and the alignment of financial plans and budgets, are allocated enough time to 'settle' before the implementation phase is launched.

The stock-taking meetings may include the following core areas:

4.1.2. *Link Teacher Development and Teacher Management*.

We recommend that GPE stakeholders do not simply extend 3Rs in-service training for teachers, but rather:

i. Ensure teacher training is embedded in strengthened management processes and procedures for teacher recruitment, deployment, and performance appraisal.

ii. Identify a sustainably financed scalable model for INSET; if stakeholders decide to continue using a cascade model, this should be matched by equal investment in close-to-school support from TRCs, WEOs and Quality Assurance Officers; the selection of teachers as trainers/peer-teachers/mentors should be based on a performance appraisal;

iii. Ensure MDAs responsible for delivering the training (e.g. ADEM) and for developing teaching learning materials (e.g. TIE) have the required technical capacities, including teachers themselves in the design of training materials and textbook content;

iv. Consolidate INSET and PRESET within the existing Continuous Professional Development Framework (CPDF), particularly for Kiswahili, English, Mathematics and Science; ensure a focus on improved teaching and learning of early grade numeracy.

v. Include INSET for Non-Formal Education facilitators in the CPDF; but also ensure recommendations 4.1.5.i and ii, below, has been considered before engaging in training activities.

vi. Extend the training for Special Needs teachers to include pre-primary and upper primary levels.

vii. Undertake multi-partner action-research (CSOs, Teacher Trade Union, Universities, relevant MDAs, and DPs) on teacher motivation and morale; test one, or more, promising measure(s) identified by the study.

4.1.3. *Develop a national learning outcome assessment framework.*

We recommend that MoEST and partners consolidate an evidence-base for improved learning by:

i. Reach consensus on a national 3Rs assessment methodology, building on action-research on a Literacy and Numeracy Assessment Framework (LaNAF), as well as the assessments conducted by NECTA and RTI;

ii. In line with the above, develop and test school-based continuous assessment tools and methods, with operational linkages to SQA and CPD.

4.1.4. *Further strengthen School Quality Assurance*

We recommend that MoEST and partners build on the gains made in quality assurance, considering measures to:

iii. Ensure the methodological focus of SQA covers the entire Basic Education sub-sector.

iv. Ensure operational linkages between the SQAF, CPDF, and LaNAF; for example, Whole School visits could guide the selection of teachers requiring targeted INSET for school-based continuous assessment.

v. Strengthen SQA by developing digitized/automated reports, utilizing simple score cards with aggregated results at the Council and Regional levels.

vi. Institutionalize a financing model for decentralized QA that is based on scalable unit costs.

4.1.5. *Establish a strong base for Non-Formal Education.*

We recommend that MoEST, PORALG and partners resist implementing a 'business as usual' approach for NFE and instead:

i. Clarify the conceptualization of out-of-school children (OOSC), in light of proposed strategies for inclusion; for example, the category of OOSC may include: boys and girls in remote and rural areas; children living in urban poverty; children with disabilities; pastoralist children; street-children; boys and girls engaged in child labour; girls of marriageable age, and so on.

ii. Revisit the conceptualization of NFE in Tanzania in light of the ETP/ESDP strategy for 'multiple learning pathways', so that NFE is institutionalized as part of a flexible education system rather than focusing on NFE as a vehicle for re-entry into formal schooling.

iii. Undertake a systematic mapping of types of NFE providers, types of NFE interventions, and types of NFE facilitators; update and upgrade the existing NFE mapping-and-monitoring database (i.e. LL-MIS), developed using the StatEduc 2 database-builder, and integrate it as a sub-database of ESMIS;

iv. Develop a simple prior-learning assessment tool to identify the proficiency levels of OOSC (ESDP Strategy, Programme 1D, 2.2), in line with a national Learning Assessment Framework (4.1.3 iii, above).

4.1.6. *Invest in community dialogue as a vehicle for gender-equity, inclusion and accountability.*

We recommend that GPE stakeholders build on the gains of 'community sensitization' and consider investing in:

i. Development of community dialogue as an accountability mechanism that brings together CSOs and SMCs as facilitators of dialogue which serves as a tool for:

   - Interpreting policy at grassroots level, exploring the notion of 'Self-Reliance' in the contemporary context;
   - Identifying demand-side and supply-side barriers to schooling for priority sub-groups of OOSC and/or Wards where at-risk/out-of-school children are a prevalent concern;
   - Identifying community-based measures to support children (including but not only girls) at risk of dropping out, and to identify alternative learning pathways for girls and boys who are out of school and are unlikely to return to formal schooling;
   - Measuring change in terms of the results of community/CSO/parental 'engagement', using carefully designed tools that do more than capture an increase of numbers.

4.2. Systems strengthening

4.2.1. *Support measures to enable enactment of the revised Education and Training Policy*

For example, support High-level Management in preparing a policy re-statement on free education, which clarifies responsibility for the indirect costs of schooling.

4.2.2. *Revisit education sector dialogue structures, specifically vis-à-vis GPE 2 programming*

Unpack the notion of 'dialogue' by clarifying and reaching consensus on:

i. The roles of sector ministries and their overall responsibility for shared results (final and intermediate outcomes);

ii. Relevant Departments' (MoEST and PORALG) and Executive Agencies' shared responsibility for intermediate outcomes and output-level results; this should include responsibility for a systematic change-management strategy, to strengthen accountability;

iii. Specific responsibilities for implementing and monitoring shared results; this should include responsibilities for implementing a change-management schedule.

iv. The roles and responsibilities of DPs in relation to the above;

v. The roles and responsibilities of sector MDAs in relation to EP4R DLRs and the verification protocols; and in relation to dialogue within the P4R Strategic Management Team.

Ideally, this clarification exercise would be launched during the recommended Baseline Phase of GPE 2 (4.1.1, above), but it should not be a one-off activity; a periodic review and reinforcement of roles and responsibilities should be included as part of GPE 2 change management.

4.2.3. *Revisit the role of the GPE Local Education Group, in relation to strengthening the TWGs.*

Recognizing that (a) while the GPE-LEG is embedded within the sector-wide ESDC but is, strictly speaking, not synonymous with it; and (b) the TWGs do not contribute effectively to sector dialogue, consider measures to;

i. Boost the performance and productivity of the TWGs; for example, the GPE 2 (Fixed Grant) implementation plan could function as a 'roadmap' and vehicle for technical discussion by LEG partners, with decision-making taking place through the ESDC Task Force and ultimately by the ESDC.

4.2.4. *Revisit the role and constitution of the GPE 2 Coordination Unit, specifically vis-à-vis MDAs' responsibilities for programme management and monitoring*.

This would entail several related measures:

i. Agreeing that the coordination role should be unpacked along the following lines:

   - Information sharing;
   - Partnership management through *intra*-ministerial dialogue, and through *inter*-ministerial dialogue.

Partnership management should include facilitating pooled financial, technical and human resources.

ii. Oversight for day-to-day partnership management should be the responsibility of an internally-recruited Deputy National Coordinator, reporting to the National Coordinator; the Deputy should work closely with the Sector Coordination Unit (MoEST).

iii. National oversight for partnership management should be the National Coordinator, i.e. the Director for Policy and Planning/the Commissioner.

iv. The GPE 2 Coordination Unit should include well-qualified, externally recruited experts, for example: Planning and Management Officer, Communications Officer, M&E/VFM Officer, Procurement Officer, and Finance Officer. But each of these individuals should have *at least one* counterpart Officer in MoEST and another in PORALG; the experts' job descriptions and performance appraisal should include the continuous hand-over of management skills, tools and methods to their counterparts.

v. Stakeholders must reach consensus on how Officers in PORALG should report to the National Coordinator, without setting up a parallel partnership management/coordination structure in PORALG.

Generally, these measures should mitigate the risk that the GPE 2 programme management/coordination unit does not take over the function of Government Officials but rather builds the management capacities of a team of Officials; the latter may be incentivized as Government 'change agents'.

4.2.5. *Improve the management and utilization of education data*

i. Provide a forum for dialogue on data 'harmonization' that moves beyond the issue of software, to promote sector-wide collaboration for data management, involving multiple stakeholders; an example is the collective and systematic process to design a National Strategy for the Development of Education Statistics (NSDES)[12], where a Ministry of Education leads on: establishing partnerships through an Education Data Platform (with the National Bureau of Statistics); and an inter-ministerial National Technical Team with clear lines of accountability; and

   - Mapping data sources and data gaps, and conducting a cost-analysis, if necessary;
   - Conducting a Data Quality Assessment, using available tools; and
   - Designing an 'indicator tree' as a shared sector monitoring instrument.

[12] The National Strategy for Developing Statistics (NSDS) is a process established by the Paris 21 group (OECD, UN, EC, IMF, World Bank), and the NSDES approach was developed for global use by UIS, within the broader framework; it is currently being used in several countries in the Africa region; Mozambique has recently produced a NSDES.

ii. Based on the results of the above dialogue, integrate database applications (i.e. a shared software platform and/or compatible software 'bridges'); practical suggestions from the evaluation respondents are:

- Integrating the PREM system and SIS as a robust monthly/quarterly e-school record keeping (registration, transfer, attendance, teacher-learner profiles, etc) system with software application linkages to BEMIS;
- Building on the gains of SIS by integrating a data use module into existing training materials for school leadership and management;
- Decentralizing the annual school census system (BEMIS) from Council to Ward-level, utilizing the available upgraded software (StatEduc 2.2), to improve data quality; and
- Reviewing modular linkages with other education sub-sector databases, in collaboration with Secondary Education, TVET and HE interventions supported by the World Bank and other DPs;

iii. Prioritize a 'Data Analysis and Use' component in the existing/expanded Capacity Development Plan, with operational linkages established between EP4R DLRs and the overall sector 'indicator tree'.

4.2.6. *Capacity Development for institutional planning and management.*

i. Ensure the Capacity Development Plan, recently designed by the Cambridge Education EP4R team, includes a focus on strengthening business processes, e.g. for textbook printing and distribution.

ii. Take a phased approach to capacity development - understanding that these steps cannot all be completed within the GPE 2 cycle - ideally, by:

- Beginning with external TA support for a group of dedicated staff, and ensuring that this group are (a) engaged in line with updated job descriptions; (b) are appropriately incentivized, to compensate from their reduced participation in training workshops; this may begin with 4.2.4.iv, above.
- Based on a performance review of the above, initiate medium-term measures, such as design of a coordinated, multi-donor capacity development partnership fund (CDPF) for professional development of all relevant staff (ESDP Strategy 6.3.2); and
- Through the above CDPF, plan for longer-term measures to develop the Tanzanian education sector's institutional capacities for education planning, delivery, and learning-oriented performance monitoring; e.g. investing in decentralized training institutes for in-service training planning and management for various cohorts of education planners and managers.

Annex 6 – Documents Reviewed

Programme documents (chronological):

- LANES Implementation Programme; September 2013
- GPE Program Implementation Grant Quality Assurance Review, September 2013
- Response to GPE Quality Assurance Review, GoT,2014
- LANES Budget and M&E Framework 2014 to 2017;
- GPE Budget for Submission to MOF 2014-2017
- GPE Specific agreement; May 2014
- LANES Operational Manual; May 2014
- LANES Plans as submitted by MOEVT to Sweden
- LANES Results Framework; May 2014
- LANES Revised Results Framework; July 2015
- Regional Engagement and Communication Strategy; May 2016
- FINANCIAL REPORT-LANES 2014/2015-TZS
- LANES financial report JULY-DEC 2015
- Draft Concept Note Application for the Global Partnership for Education (GPE) 2 Grant; April 2017

Progress and Activity reports:

- GPE-LANES Annual Report FY 2014/15-2015-08-27
- GPE-LANES MID YEAR REPORT FY 2015/16
- LANES Status Report as of 29th May 2016
- Mid-Term Review, Final Report of the External Review Team; August 2016
- KPMG Report of Factual Findings for the period June 2014 to December 2015
- KPMG Sub-National Monitoring Report; October 2017
- ADEM Training Report (Std III and Std IV teachers); September 2016
- Waljee, A. Review of the Curriculum from Pre-Primary to Std IV, Final Consolidated Report; September 2016
- MOEST, Report on Training for School Quality Assurance; May 2016
- Kapinga, O. Promoting Reading & Arithmetic Skills among Standard I & II Pupils in Tanzanian Primary Schools: The Role of Home and Classroom Environment (2017)
- Tandika, P. et al. Improving pupils' reading fluency in early grades through teacher professional development in five selected districts (2017)
- Komba, W. Enhancing Early Grades reading and listening comprehension through E-Content (2017)
- Shukia, R. Development of a Literacy National Assessment Framework (2017)
- PORALG Training Report on School Management Committee Orientation, January-February 2017
- School Quality Assurance Handbook, 2017
- School Quality Assurance Operational Manual, 2017

Others:

- Revised Education and Training Report; 2014

A. Joint Education Sector Review Reports for 2015-2016-2017

- Mission of the Global Partnership for Education Secretariat to Tanzania (Mainland)Mission Summary Report; June 2016
- NIRAS/Indevelop, Independent Verification of Results – Tanzania; September 2016
- Education Sector Development Plan (2016/17-2020/21)
- Education Sector Development Plan: Education Sector Dialogue Structures Report (July 2017)
- Global Initiative on Out of School Children: Tanzania Country Report; March 2018
- Field Visit Report, Geita
- Field Visit Report, Rukwa
- Field Results Analysis Report (Annex 5).

Evaluation of the Global Partnership for Education (GPE)

– Literacy and Numeracy Education Support (LANES) program in Tanzania (2014–2018)

This report summarizes the review team's findings, lessons learned, and recommendations from the Evaluation on the Literacy and Numeracy Education Support (LANES) programme (2014–2018).

The LANES programme is financed through a Global Partnership for Education (GPE) Programme Implementation Grant. The LANES programme aims at improving the acquisition of reading, writing and numeracy skills (3Rs) among children in and out of school, paying special attention to marginalized children and those in hard to reach and hard to serve areas. The target age group is 5 to 11 years, with a consideration of 2 to 4 year-old children in day care centres, and 9 to 13 year-old children in Non-Formal Education programmes. The Embassy of Sweden in Dar Es Salaam, Tanzania, commissioned this evaluation which was undertaken from May–September 2018. The overall objective of the evaluation is to assess the progress made, identify challenges and constraints faced during implementation with the purpose of recommending actions to address them and making overall recommendations for the next phase.

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