EQUIP-Tanzania Impact Evaluation

Endline Qualitative Technical Report

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All opinions expressed, and any mistakes, remain the responsibility of the authors.

Executive summary

Introduction

This report presents the findings from the qualitative study that forms part of the endline round of the impact evaluation of the Education Quality Improvement Programme in Tanzania (EQUIP-T). EQUIP-T is a Government of Tanzania programme funded by the UK Department for International Development (DFID). The endline is part of a mixed-methods evaluation that began with a baseline in 2014 and continued with a midline in 2016; it will end in 2020. The endline is made up of four products: a quantitative endline study carried out in 2018 (OPM, 2019a); this qualitative report, conducted in 2019; a costing study, also conducted in 2019; and a final summary report, finalised in early 2020, which draws on all three technical studies. The final report will summarise findings according to the five Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee evaluation criteria: relevance, effectiveness, impact, efficiency, and sustainability.

Objectives

Following the quantitative endline study, the main aims of this qualitative endline round of research are to provide more information on the experience of implementation and perceptions of change under three specific areas: community engagement; in-service training for teachers; and district planning and management. As the programme comes to an end in January 2020, the report is intended to promote accountability and lesson-learning for DFID and the Government of Tanzania.

Methodology

The qualitative study builds on and complements the quantitative endline to provide more depth in explaining how and why change has or has not taken place. It focuses on three specific areas where qualitative research is more suited to providing deeper understanding than quantitative research: community engagement; the in-service training for teachers; and district planning and management. Broadly, across these three topics, the key questions addressed were as follows:

- For community engagement – given that the government has adopted parent–teacher partnerships (PTPs), class-based groups of parents and teachers intended to bring parents closer to the classroom, to scale up nationally, what has contributed to success in schools/communities that have been successful, and what has this success looked like?
- For teacher in-service training – as the quantitative endline study finds that the in-service training is likely to have made the largest contribution to improved learning outcomes, how have teachers found the training useful in practice, and what challenges do they continue to face?
- For district planning and management – how have the interventions been effective in strengthening planning and management in the districts and in supporting the support given by ward education officers (WEOs) to schools?

Across all three components, the qualitative research also raises findings on implementation challenges relating to assumptions about how the interventions are expected to work, and, since the DFID funding is ending, addresses questions of sustainability.

The qualitative research involved two separate and concurrent fieldwork studies. For the questions on community engagement and in-service training, fieldwork took place in six schools and their surrounding communities. These were selected on the basis of their relatively positive experience of

PTPs, as found in the quantitative survey; respondents included head teachers and teachers, parent and teacher members of the PTP and other parents, school committee (SC) members, and community leaders. For the district-level questions, fieldwork took place in three districts selected for positive experience with these components, according to EQUIP-T staff. The respondents were Local Government Authority (LGA) officers from the education, planning and treasury departments, and WEOs. Research instruments included in-depth interviews (IDIs), focus group discussions (FGDs), and participatory techniques such as community mapping.

Findings

Community participation

Even though schools were selected to analyse PTP best practice, this study finds variable evidence of what best practice means in each of these schools. Schools had variable experiences of selecting, training, and engaging PTP members. Schools visited at endline followed different processes to select PTP members – in some cases parents nominated themselves through a formal application, in others the head teacher and SC nominated a set of candidates and then opened up the selection process to parents. Parents are likely to have had the least voice in selection because they did not have enough information about the role and function of the PTP at the time of choosing members to make an informed choice. Although the structure is voluntary and accessible to all parents, the study finds that those parents with better socio-economic status or more influence in the community were favoured as PTP members.

Training is the weakest link in the implementation of PTPs. Head teachers and WEOs passed on training to different degrees, sometimes over half a day, sometimes over three sessions spread over a few days. PTP parent members have been dissatisfied with the training received but they have not voiced this to head teachers and WEOs. The biggest point of contention, which seems to have negatively affected both training and participation, is the lack of incentives and payments for travel and time spent on PTP tasks; this is also likely to affect the sustainability of activities.

The PTPs and SCs have worked together on school development, with the perception that the SC is the higher body and the PTP is the sub-committee. This undermines the PTP's position in coming across as an independent and legitimate body, and likely explains why most parents have not heard of the PTP.

Overall, PTPs say they spend most of their efforts on school development and improvement activities, and on increasing pupil attendance. These activities show that the PTP is supporting the school, and passing messages on from the school to some parents, but there is no evidence of their supporting parents' challenges and communicating grievances (such as fines for absenteeism, and discontent with corporal punishment) back to the head teacher, SC, and other actors. This is a failure in terms of improving parent–school relationships.

Schools report success in spending grants, especially with the support of the PTP and SC. But PTP parent members' and wider parents' participation in deciding what those grants should be spent on is low. Therefore, whilst parents participate in building new classrooms or procuring material for the school, they are simply implementing decisions made by the head teacher, SC, and teachers.

It is unlikely that the PTP training for new members can be sustained, especially since parent members' knowledge the roles and responsibilities of the PTP is poor and teachers do not have time to run training sessions. SCs are likely to continue their work, especially with increased knowledge

about their role gained from the EQUIP-T SC training. However, no concrete plan to sustain training for PTPs or SCs was apparent at the school level.

Teacher in-service training

The qualitative study provides a helpful explanation for the positive pupil learning outcome results from the quantitative endline. Teachers perceive the in-service training to have been useful, and respondents reported that training led to improved outcomes in their teaching. Training did not address many of the main challenges that teachers face, and teachers perceive a number of limitations with the implementation model.

The in-service training content appealed to teachers because it helped them manage large classes and keep pupils engaged. A range of participatory techniques, such as singing, clapping, group work, question and answer techniques, and story-telling, are felt to keep large classes attentive and manageable. Singing is a particularly popular technique with teachers. For some, it is a medium to relay information; for others, singing is a class management tool.

Teachers identified a number of ways in which the in-service training helped make teaching more inclusive for various groups. Gender awareness was one area: teachers say that they are more aware of classroom seating and ensure that classes are arranged so that both boys and girls are engaged. Teachers also report that the training has helped in addressing different learning levels amongst pupils within the same class. In-service training has made some contribution to addressing language barriers. Across the sampled schools that described pupils speaking their mother tongues as a challenge in the classroom, the training was described by some teachers as helpful at addressing this challenge. Meanwhile, addressing language barriers is still identified as challenging for schools more generally.

Despite the usefulness of in-service training, training was unable to address some of the challenges faced by teachers in fulfilling their normal duties. These include a lack of nearby teacher housing and long journeys to work, which affect punctuality and levels of energy throughout the day. Motivation is also negatively impacted by a high workload and overcrowded classes. A few teachers said that training was not tailored to, and did not account for, these large class sizes, which impacted which techniques they could and could not use. Furthermore, training also does not address pupil attendance and engagement that is impacted by geographical and environmental constraints. Pupils face barriers to attending school or completing homework due to work, domestic chores, poverty, and lack of food.

In-service training also encountered several implementation limitations. Schools' in-service coordinators and teachers have limited time to hold and attend school-based training, given their heavy workloads. Respondents felt that the training was rushed, and the material not always fully understood as a result. There is a clear preference for attending away-from-school training over school-based training given the direct access to qualified tutors and the allowances. The lack of allowances in school-based sessions affects the motivation to attend and creates tensions with teachers who attended the away-from-school training. Additionally, teachers believe training would be more impactful if teaching and learning materials (TLMs) were given at the same time as the training so they could immediately put what they have learned into practice.

Prospects for sustainability at the teacher, school, and system level seems variable, with the sustainability of practice at teachers' level coming out strongly. Teachers say they will continue to integrate what they have learned from in-service training, as the practices are useful in their classrooms. At the school level, the head teacher's support for training, and the integration of in-service training into established meetings, are factors identified by respondents as critical for

sustainability. However, there is a perceived lack of clarity about who will sustain training sessions after the programme is over. At the system level, the role of the in-service coordinator is considered integral, but this position needs to be recognised by the government in order for these coordinators to remain active. Respondents feel that the government should continue to hold training sessions, and should address the existing training model challenges.

District-level planning and management

Despite visiting a district identified by programme staff as a success story, this study did not find that the district had been notably successful in strengthening all the aspects expected by the programme in the planning, scale, and use of resources for education.

First, it is important to note there are successes. In particular, district education meetings (DEMs), which were introduced by EQUIP-T, have been taken up by all three districts visited and are happening and valued by the core attendees. As intended, DEMs are happening regularly (though not always monthly), with district education officers (DEOs) and WEOs as the main attendees, and usually representatives from the school quality assurance office. DEMs have improved management in a number of ways. They provide an accountability mechanism which motivates WEOs to perform and to have something to include in their monthly report. They provide an efficient route for the district office to receive key information about what is happening in schools (and to monitor the performance of the WEOs). Furthermore, DEMs are a platform for shared learning, building both peer support amongst WEOs but also relationships between WEOs and the district. This finding is extremely positive, and demonstrates the potential that this relatively low-cost intervention can have. Indeed, LGAs are keen that DEMs should and can continue after EQUIP-T has finished, although there is a cost borne by WEOs to attend which may become a hindrance in the absence of EQUIP-T's WEO grants.

It is also noteworthy that a huge amount of EQUIP-T implementation has taken place through the districts, via the decentralised funding mechanism. Activities have taken place and the components have rolled out. This is a major outcome of the component 3 activities. This study does find that some of the potential barriers to this objective have been experienced. For example, there have been delays to spending due to hold-ups of grant disbursement at the central level and due to competing priorities at the local level. In addition, there have been cases of virements, where funds were used for non-EQUIP-T activities. However, in the districts visited – selected because of their implementation strength – these barriers had not substantially affected the achievement of the outcome. It could be said that successful implementation was as much a function of the close monitoring and tight controls imposed by the EQUIP-T MA as it was related to successful planning and management by the districts themselves (and higher levels of government). In a broader sense, exposure to the EQUIP-T activities has built the knowledge of LGA officers – in the education department and other departments – of education issues and the importance of addressing them, which is encouraging.

However, the component has not been successful in meeting objectives of improving public financial management (PFM) capacity, particularly on the planning and budgeting side. This is for a number of reasons. In terms of design, the component did not ultimately implement many activities which would expect to improve PFM capacity. An initial set of training modules was delivered in 2015 and 2016 but never finished, and by 2019 these modules were a distant memory for respondents. Another intended route to building PFM capacity was through the experience with EQUIP-T grant management. However, planning for these grants was centrally controlled: LGAs do not have the discretion to put planning and budgeting skills into practice, although they have observed the practice of using fixed formulae and statistics to prepare budgets. Finally, as the objective of increased funding to education may not have been achieved, the reason for this largely lies in the inability of district education offices to exert substantial influence over the district budget. Unforeseen external factors, particularly

changes in revenue collection and funding rules set from central government, have meant that education offices have less discretionary funding than in the past, and thus even less chance to use any learning from PFM capacity building.

WEOs' support to schools

District-level respondents and WEOs perceive WEOs as giving better support to schools, visiting schools more often, and generally being more motivated than a few years ago, which is in line with the programme's expected outputs and outcomes. WEOs are said to have greater capacity to fulfil their roles in a number of ways: generally, WEOs report that previously they were given no guidance on how to actually meet their responsibilities, but now they know how to do this. This improved knowledge relates to things such as supervising teachers (that they are teaching appropriately, and are using appropriate lesson plans and teaching aids) and that the head teacher is correctly supervising. WEOs now know how to create a plan of work for the year, and are seen as having more effective communication and as recognising the importance of community relationships more than in the past. This evidence, it should be noted, comes from WEOs and their superiors, who acknowledge that some WEOs do not perform so well. Furthermore, WEOs are visiting schools much more frequently now, which makes them able to attend to problems, build relationships, and fulfil their duties more readily.

These successful outcomes are in large part due to the EQUIP-T programme. EQUIP-T has provided a number of capacity building opportunities which WEOs credit with building their skills. These opportunities have come about under other components – the training for early grades teachers, and on school leadership and management (SLM) – as well as sessions focusing on WEOs' roles. With this, the DEMs have been an important informal and regular route to learning, with WEOs sharing their experience and helping capacitate each other, especially newer WEOs. On the other hand, WEO continuous professional development (CPD) is less clearly happening in a standalone form – in one district visited it was not happening at all, showing that the assumption that LGAs would self-organise will not always hold good. However, DEMs represent the idea of communities of learning (COLs) intended for WEO CPD, so this ethos is happening in practice.

Another factor for WEOs' improvements is the provision of motorbikes and WEO grants by EQUIP-T, which have given WEOs the possibility of moving around schools more easily and frequently. The benefit of the grants cannot easily be separated from the benefit of the responsibility allowances introduced by government at a similar time (the responsibility allowance is slightly larger: TZS (Tanzania shilling) 250,000 per month, compared with around TZS 200,000 per month for the WEO grant). Together, these help with WEOs' movements but also other expenses such as stationery and incentives for teachers. Overall, the provision of training, motorbikes, and funds (from government and EQUIP-T) has made WEOs feel more recognised, worthwhile, and confident.

Two other exogenous factors have contributed to WEOs' improved performance, in addition to EQUIP-T. The first is the professionalisation policy, which in 2017 led to a large turnover of WEOs to ensure that all WEOs have a degree. On balance, respondents feel that this has improved the overall functioning of WEOs as the more qualified new WEOs have replaced some poor performing, less qualified WEOs. The second is the higher accountability brought in by the current government regime, which puts greater pressure on public officers at all ranks to deliver against their objectives.

With EQUIP-T coming to an end, some component 3 activities are seen as more sustainable than others. Looking across all components, LGAs were asked by regional governments and EQUIP-T to try to budget for activities using their own sources in 2019/20 to ensure continuity of the programme, with this budgeting seen as an indication of ownership and the sustainability of the whole effort at the district level. Some LGAs have budgeted for their own school monitoring or funds for WEOs' fuel and

motorbike maintenance; however, these amounts are not substantial. Whilst WEOs can continue using the knowledge they have gained, there are doubts about whether they will visit schools as frequently when they have fewer resources available. DEMs are expected to continue, as they are seen as valuable, districts have the knowledge to continue running them, and they are low cost. Again, there is some dependence on WEOs' willingness to attend in the context of reduced allowances.

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List of abbreviations

3Rs	Reading, writing, and arithmetic
CENA	Community Education Needs Assessment
COL	Community of Learning
CPD	Continuous Professional Development
DAO	District Academic Officer
DEM	District Education Meeting
DED	District Executive Director
DEO	District Education Officer
DFID	Department for International Development
DPO	District Planning Officer
EQUIP-T	Education Quality Improvement Programme in Tanzania
FGD	Focus Group Discussion
FRA	Fiduciary risk assessment
GI	Group interview
IDI	In-depth interview
IGA	Income-generating activity
KII	Key Informant Interview
LGA	Local Government Authority
M&E	Monitoring and Evaluation
MA	Managing Agent
MoEST	Ministry of Education, Science and Technology
MoFP	Ministry of Finance
OC	Other charges
OECD	Organisation for Economic Co-operation and Development
OPM	Oxford Policy Management
OPRAS	Open Performance Review and Appraisal System
PO-RALG	President's Office Regional Administration and Local Government

PFM	Public Financial Management
PTP	Parent–teacher partnership
RTL	Regional Team Leader
SC	School Committee
SDP	School Development Plan
SIS	School information system
SLM	School leadership and management
SLO	Statistics and Logistics Officer
SPMM	School performance management meeting
SRP	School Readiness Programme
SQA	School quality assurance/assurer
TIE	Tanzania Institute for Education
TLM	Teaching and Learning Material
TOC	Theory of Change
TSC	Teachers' Service Commission
TZS	Tanzania shilling
WEO	Ward Education Officer

1   Introduction

This report presents the findings from the qualitative study that forms part of the endline round of the impact evaluation of the EQUIP-T, a Government of Tanzania programme funded by the DFID. The endline is part of a mixed-methods evaluation that began with a baseline in 2014, and continued with a midline in 2016; it will end in 2020. The endline is made up of four products: a quantitative endline study carried out in 2018 (OPM, 2019a); this qualitative study conducted in 2019; a costing study also conducted in 2019 (both finalised in 2020); and a final summary report finalised in early 2020 which draws on all three technical studies. The final report will summarise findings according to the five OECD Development Assistance Committee evaluation criteria: relevance, effectiveness, impact, efficiency, and sustainability.

Following the quantitative endline study, the main aims of this qualitative endline round of research are to provide more information of the experience of implementation and perceptions of change under three specific areas: community engagement, in-service training for teachers, and district planning and management. These three focus areas were chosen given the suitability of qualitative research to provide deeper understanding of these topics, and they were researched as part of two separate qualitative methodologies. The scope of the qualitative study was discussed with DFID and members of the Impact Evaluation Reference Group in December 2018 and February 2019; the results of the discussion are set out in the approved Endline Planning Report: Part II (OPM, 2019b).

This report has two primary audiences: the Government of Tanzania, which is considering how to adopt and adapt activities under these three components and scale up nationally; and DFID, for accountability and learning, particularly as it considers its future education programming in Tanzania. More widely, the report is intended to be of use for education sector stakeholders in Tanzania and beyond in informing education programming. As the EQUIP-T programme started winding down in mid-2019, with final closure in January 2020, these findings will not inform future implementation of EQUIP-T by a managing agent (MA) but, of course, is relevant to future efforts which build on EQUIP-T's experience.

For ease of reading, this report avoids repetition of information which is included in the endline quantitative report (OPM, 2019a) where possible, and focuses on summarising key points and providing updates where they exist since the 2018 study was conducted.

The rest of this report is structured as follows: Chapter 2 provides an introduction to the programme and, in particular, to the aims and implementation of the three (sub-)components being addressed in this report. Chapter 3 presents a summary of the methodology for this study, which includes the process of design, the research questions, and the design for fieldwork, set out for both a school- and community-level study, and a district-level study. More detail on the methodology is given in Annex A. The findings are organised according to the three main themes and so are presented in three chapters. Chapter 4 addresses community engagement, Chapter 5 explores teacher in-service training, and Chapter 6 responds to the research questions on district planning and management. Finally, Chapter 7 presents the overall conclusions from this qualitative study and recommendations for the Government of Tanzania and DFID.

2 Programme design and implementation

EQUIP-T began in 2014 as a four-year, Government of Tanzania programme funded by DFID. The aim of the programme was to increase the quality of primary education and improve pupil learning outcomes, in particular for girls. Over time, the programme was extended in terms of duration, eventually finishing in January 2020. The programme was also extended geographically from the five initial disadvantaged regions in Tanzania to seven, and later nine.[1] The budget was extended from approximately £50 million to £90 million, of which £80 million is overseen by the programme MA, Cambridge Education, which works with the government to deliver the programme.

EQUIP-T comprises five components (and 10 sub-components following the extension):[2]

- Component 1: improved access to high-quality education
  - ο **1A: Improving teacher performance**
  - ο 1B: School readiness programme (SRP) and satellite schools
  - ο 1C: Climate resilient construction
- Component 2: strengthened SLM
  - ο 2A: SLM capacity building
  - ο 2B: School information system
- Component 3: strengthened district planning and management
  - ο **3A: District education management strengthening**
  - ο **3B: District grant monitoring**
- Component 4: community participation and accountability
  - ο **4A: Strengthened community participation and accountability**
  - ο 4B: Conducive learning environment for girls, marginalised, and disabled children
- Component 5: improved learning and dissemination

The programme started with just five of the sub-components (1A, 2A, 3A, 4A, and 5 under the above components), originally designed to overcome a set of key constraints that EQUIP-T identified as undermining pupils' capability to learn to their full potential, in disadvantaged parts of Tanzania. Overall, the emphasis of this first set of EQUIP-T interventions is on strengthening the education system to deliver high-quality education, and these are the focus of the impact evaluation. (See OPM 2019a for more detail on the extension and components.)

The programme's overarching theory of change (TOC) conceptualises the components as mutually reinforcing and synergistic in overcoming identified barriers to pupils' learning at local, school, and district/national levels. Taken together, these components are expected to lead to better quality education, especially for girls (EQUIP-T outcome), and to improved learning outcomes, especially for girls across Tanzania (EQUIP-T impact). To support national adoption and scale-up of successful parts of the programme, EQUIP-T has an institutional strengthening and sustainability strategy integrated into its TOC. EQUIP-T MA's updated TOC is provided in OPM (2019a).

It is important to highlight that EQUIP-T introduced a decentralised funding mechanism for its programme support funds (an approximate budget of £37 million) in the 2015/16 financial year.

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[1] There are 26 regions in mainland Tanzania. The regions in the EQUIP-T programme are Dodoma, Kigoma, Tabora, Shinyanga, and Simiyu, followed by Lindi and Mara, and later Singida and Katavi.

[2] Those in bold are the focus of this report.

Activities under all five components, but particularly components 1–4 (bar centrally procured materials and contracts and region-level training), are funded by districts using programme funds managed through the Government of Tanzania's PFM system.

This qualitative endline study focuses on three specific groups of activities: community engagement (under component 4A); teacher in-service training (component 1A); and district planning and management (component 3). These activities are explained in more detail below in terms of their objectives, the implementation of interventions under the broader activity, and expectations of change according to EQUIP-T staff.

2.1   Community engagement

The EQUIP-T component 4A aims to increase and strengthen community participation and accountability in education and promote the sustainability of achieved changes after the programme finishes (EQUIP-T MA, 2017d).

Under this sub-component EQUIP-T developed and rolled out training for SCs in order to strengthen their mandates and roles. SCs were established by the National Education Act, 1978 for the purposes of supervising and advising on the management of schools. SCs are supposed to represent the community served by the schools, as well as ensuring the integration of the school into the community. The members of the SC are community members and teachers, and the leadership of the SC includes a community member as the chairperson and the head teacher as the secretary. The training provided a refresher on the roles and responsibilities of the SC; it was intended to cultivate amongst SC members an appreciation of the nature and importance of education, foster an understanding of their roles in governance and school management, and enhance their knowledge and skills in the tasks associated with these processes. SC training also covered the formation of a new body called PTPs and management of PTP grants (explained below).

A key aspect of the community engagement sub-component involved establishing PTPs – class-based groups of parents and teachers in intervention schools. EQUIP-T's purpose in supporting the establishment of PTPs is to 'increase parents' representation and bring them closer to the classroom in order to develop stronger home–school partnerships' (EQUIP-T MA, 2015b, p. 3). The responsibilities, roles, and activities of PTPs are meant to be decided at school level based on each school's needs and priorities. Schools received two instalments of PTP grants, intended for school improvement and to support more inclusive education.

Additionally, to support school development, grants as seed funding for income-generating activities (IGA) were given to 50% of schools in each district. This grant of TZS 1,500,000 was based on business plans developed by schools, and SCs facilitate the implementation of the IGAs.

Other activities under component 4A include distribution of school noticeboards and training of community facilitators by civil society organisations to support the development of community education needs assessments (CENAs) and action plans. A summary of the activities under sub-component 4A is given in Box 1.

For more details on the implementation of the community participation sub-component since baseline, see Annex C.

> **Box 1: Summary of implementation under component 4A: community participation and accountability**
>
> - Training for SCs on roles, responsibilities, processes, school improvement, PTP formation, and grant management. Training for PTPs on their role vis-à-vis SCs.
> - Provision of PTP grant 1 for PTP activities and general school improvement, and PTP grant 2 for girls' education activities; both grants were TZS 550,000.[3]
> - Training on business plan development for head teachers, teachers, and community business leaders; provision of IGA grants of TZS 1,500,000[4] to 50% of schools.
> - Distribution of school noticeboards and support materials.*
> - Training of community facilitators by civil society organisations to support the development of CENAs.*
>
> * Due to the focus on PTP and SC components of the programme, these are not covered in the qualitative endline study.

Figure 1 shows the results chain for component 4A which was developed based on a workshop with EQUIP-T MA staff in January 2018. The results chain was not used as the basis of the research questions but is replicated here for background on how the inputs are expected to flow through to outputs and outcomes, as well as the assumptions underpinning the links.

Figure 1: Main results chain for EQUIP-T component 4A community participation

Inputs	Input to output assumptions	Outputs	Output to intermediate outcome assumptions	Intermediate outcomes
• SCs and PTPs have received training from EQUIP-T • Head teachers, teachers, and community members have received business plan training • PTP grant 1 and IGA grants have been provided • School noticeboards have been distributed by EQUIP-T • CENAs have been conducted	• Cascade model for training SCs and PTPs is effective; training takes place without payments • Parents able and willing to participate and engage	**SCs and PTPs more active and parents/communities more involved in school improvement** • SC capacity has increased and SC is active • Capacity for joint school–community IGA built • PTP has been set up and is active • PTP grant has been spent • School noticeboards are publicly accessible and display relevant information • CENA action plan is in place and is linked to the school development plan (SDP)	• PTP actions reach out to wider parent body • IGA involves parents and school • Parents read the noticeboard • Parents able and willing to participate and engage	**Better engagement between schools and all parents / wider communities** • Mutual understanding, actions, and support for school improvement • Improved communication between schools and parents/ communities

2.2   In-service training

The EQUIP-T teacher in-service training is one set of activities under sub-component 1A that aims at improving the performance of teachers, with a focus since baseline on strengthening early grade

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[3] Approximately £194 in October 2019.

[4] Approximately £530 in October 2019.

teaching of Kiswahili literacy (reading and writing) and numeracy, and developing effective and gender-responsive pedagogy.

EQUIP-T uses a CPD model that at its core is a school-based in-service training programme. In-service training targeted all Standards (grades) 1 and 2 teachers and sometimes included other teachers. It included a mix of residential and school-based training. Figure 2 provides a schematic representation of EQUIP-T's current training model for teachers, which has evolved over time.

Figure 2: EQUIP-T's current model of in-service training for teachers
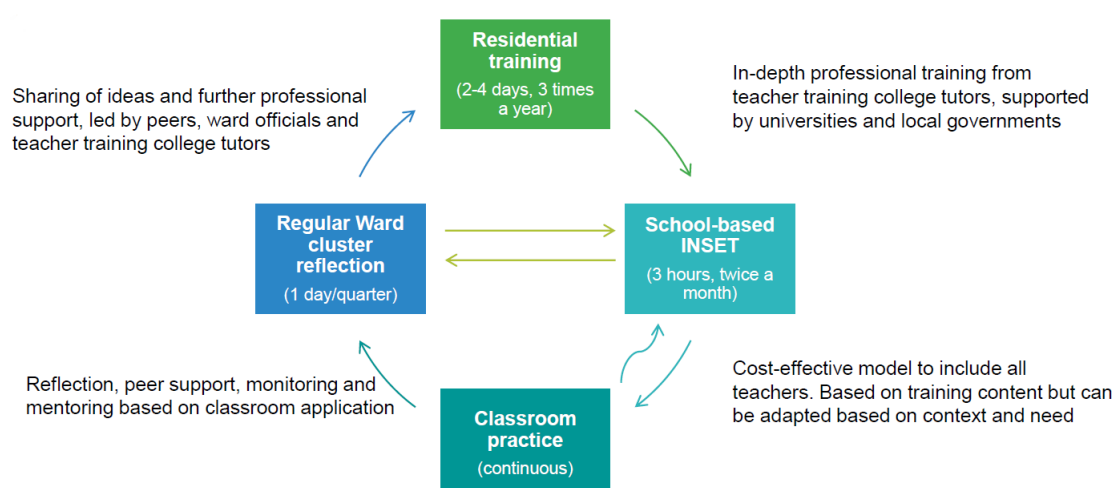
Source: EQUIP-T MA, presentation at the Education and Development Forum (UKFIET) conference, Oxford, September 2017.

The CPD cycle starts with residential training at the district level targeted at a small number of teachers, including in-service training coordinators from each school. This training is run by tutors from teacher training colleges, who were trained by education lecturers from Tanzanian universities. Following this, in-service coordinators and sometimes other teachers who attended the district training facilitate bi-monthly, school-based training sessions using group self-study and peer-learning methods linked to classroom practice. Following this, the in-service coordinator and another teacher attend a ward cluster meeting each quarter with teachers from other schools in the ward. Through the evolving model, the programme has rolled out 13 modules of Kiswahili literacy training, 13 modules of numeracy training, one module on gender-responsive pedagogy, and training on the new competency-based curriculum. There has been regional and district variation in the roll-out of the different training sets and in the exact mode of organisation.

The government introduced a new competency-based curriculum for Standards 1 and 2 that focuses on the 3Rs (reading, writing, and arithmetic), rather than a larger set of subjects, from part way through the 2015 school year. This promotes a new phonics-based approach to teaching children to read. The EQUIP-T focus on literacy and numeracy is complementary to the new curriculum, and the EQUIP-T in-service training model was used to roll out the new curriculum in EQUIP-T's regions (of which there were seven at the time).

Additionally, EQUIP-T implementation under this sub-component involved the provision of TLMs for the lower standards, including 'big books', supplementary readers, teacher 'read-aloud' books, and

literacy and numeracy teaching aid toolkits. [5] Implementation also involved posters on positive classroom behaviour management and a positive learning environment, as well as the introduction of a COL concept, using school-based in-service training, weekly SPMMs, and quarterly ward cluster reflection meetings.

Box 2 describes these inputs. In broad terms, the order of the in-service training was: 3Rs curriculum training and the first three sets of Kiswahili literacy training in 2015 and 2016, followed by the first set of numeracy training in 2016, then gender-responsive pedagogy training and the second set of the numeracy training in 2017. The emphasis of implementation since July 2018 has been on teacher performance: (i) the final set of early grade numeracy modules 10–13; (ii) 14 early grade literacy and numeracy videos and one video on a safe and positive learning environment, accompanied by video handouts, which were distributed to each school via an SD card – these are intended to be watched by teachers as part of school-based training on the tablet that was provided to the head teacher for the school information system (SIS). This study focuses in particular on the in-service training.

For more details on the implementation of the overall teacher performance sub-component since baseline, see Annex C.

Box 2: Staged implementation of in-service training and delivery of TLMs

Between baseline and midline, EQUIP-T provided the following four sets of teacher training and TLMs:

- **early grade Kiswahili literacy in-service training (sets 1, 2, and 3)**, targeted at all Standard 1 and 2 teachers and some Standard 3 teachers, in-service training coordinators, head teachers, and WEOs. Set 1 covered modules 1–4 of the programme on literacy, set 2 covered modules 5–8, and set 3 partially covered modules 9–13;
- **3Rs curriculum in-service training (set 4)** targeted at all Standard 1 and 2 teachers; and
- **early grade TLMs**, including supplementary readers, 'big books', teacher 'read-aloud' books, and literacy teaching aid toolkits.

Since midline, EQUIP-T has provided another five sets of training and additional TLMs (see below). The concept of COL was also introduced, and schools are expected to hold **weekly SPMMs** and to send teachers to **quarterly ward cluster reflection meetings**. The training and TLMs include:

- **continued early grade Kiswahili literacy in-service training (set 5)**, completing modules 9–13;
- **early grade numeracy in-service training (sets 6, 8, and 9)**, targeted at all teachers of Standards 1 and 2, and some other maths teachers, in-service training coordinators, head teachers, and WEOs. These sets covered modules 1–4, 5–9, and 10–13, respectively.
- **gender-responsive pedagogy in-service training (set 7)**, targeted at selected teachers (not necessarily from early grades), in-service training coordinators, head teachers, and WEOs;
- **refresher literacy training**;
- **early grade numeracy teaching aid toolkits**;[6]
- **posters** on positive classroom behaviour management and a positive and safe learning environment; and
- **videos** relating to the literacy and numeracy modules and the safe and positive learning environment, distributed via SD cards to be watched on tablets.

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[5] Supplementary readers means a set of reading books for pupils which have been organised into reading levels, so that pupils work gradually up the levels as their skills improve. 'Big books' and 'read-aloud' books have the same purpose – the teacher reads them out loud to the class, or pupils share them in groups for peer-to-peer learning. The toolkits include posters and basic materials to enable teachers to make their own teaching aids.

[6] The toolkits include posters and mathematical instruments, as well as basic materials to enable teachers to make their own teaching aids.

The results chain for this sub-component, developed following a workshop with EQUIP-T MA in 2018, is shown in Figure 3 below.[7]

Figure 3: Main results chain for EQUIP-T component 1A teacher performance

Inputs	Input to output assumptions	Outputs	Output to intermediate outcome assumptions	Intermediate outcomes
• In-service teacher training for early grade teachers • Provision of TLMs to schools • Provision of materials related to the positive and safe learning environment campaign • Provision of information on COL structures	• Teachers' attendance at in-service training is high • In-service training and TLMs are relevant and accessible • Quality of in-service training maintained from district and ward level to school level	• Early grade teachers' capacity has increased • Early grade teachers' confidence in teaching has increased • TLMs and materials related to positive and safe learning environment campaign are available in classrooms • COL structures for teachers are operating	• Teachers are punctual and are present at school and in classrooms • Teacher turnover is low • Limited movement of early grade teachers to teach upper standards • Teachers' morale and job satisfaction are high • Class sizes are appropriate	**Improved teacher performance** • Early grade classroom teaching improved: more active, inclusive, and gender-responsive • TLMs are being used effectively • Teachers are using positive behaviour management • Instructional hours are appropriate

2.3   District planning and management

EQUIP-T's third component aims to strengthen district planning and the management of education, thereby providing more and better resources, and support for and oversight of schools, ultimately contributing to improved education quality and learning outcomes for pupils. It is a key element of EQUIP-T's overall institutional strengthening and sustainability strategy.

EQUIP-T's original TOC identified constraints that cause barriers to children's learning at many different levels. One of these levels was district (or 'local government authority', a term used interchangeably) level, where 'systems, planning and policies affect to what extent schools and staff can do what they are intended to do' (EQUIP-T MA 2014, p. 5). Addressing this level was the objective of component 3. Detailed constraints identified by the MA included: disempowered and ineffectual WEOs; district-level weaknesses in planning, budgeting, monitoring, and management; key education activities not prioritised in district budgets; and inaccurate costing. In essence, these aspects have a longer route through to impact on pupils and learning outcomes.

As the programme evolved, component 3 established two sub-components: district education management strengthening (3A), and strengthening sub-national programme implementation (3B). Subcomponent 3A addresses more general systems – district capacity building, the introduction of DEMs, and WEO professionalisation – whereas 3B focuses specifically on supporting the decentralised fund management of EQUIP-T activities, with potential wider benefits for PFM capacity (EQUIP-T MA, 2017e). Grant monitoring became a larger component after the decision to implement

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[7] The qualitative study at endline does not test the results chain. This is shown here as an explanation of what is expected according to the programme.

the programme through decentralised government systems in 2015, channelling funds through the LGAs.

For the purposes of this study, the activities under these two sub-components are organised according to two strands: those that focus on the LGA (office) level; and those that focus on WEOs.

Focusing on the LGA office, component 3 has implemented a combination of activities that are generally about strengthening management, and activities targeted at implementation of decentralised EQUIP-T funds under components 1, 2, and 4. LGA officers received training on three modules related to strategic and annual planning, budgeting, and monitoring and evaluation (M&E) in 2015 and 2016. In 2016, DEMs were piloted in Tabora region, and later rolled out to other programme regions in 2017 (OPM, 2018a; 2019b). LGAs have received formal training through workshops and on-the-job support and mentoring from EQUIP-T regional officers and fund officers for fund management.[8]

WEOs are responsible for supervising all the schools within a ward – usually between two and eight schools. WEOs received motorbikes in 2015 and started receiving a WEO grant at the same time. Training on the WEO grant included exercises on the roles and responsibilities of WEOs, and this was further developed in training in 2017 and in the rollout of WEO CPD in 2018. In addition, WEOs have attended SLM training under component 2, which covers topics on school leadership, as well as training under components 1 and 4 (OPM, 2018a; 2019).

Box 3 describes some of the key concepts under component 3. For more details on the implementation of the district planning and management component since baseline, see Annex C.

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Box 3: Description of specific concepts for district planning and management component

DEM: A meeting held monthly between the DEOs, WEOs, and district school quality assurers (SQAs). This is one level of EQUIP-T's COLs. Discussion should focus only on issues related directly to school improvement, rather than administrative compliance (EQUIP-T MA, 2017a).

Fund officers: Staff at the EQUIP-T MA headquarters who provide a support and control function to government in managing the decentralised funds. Each fund officer supports all LGAs in one region.
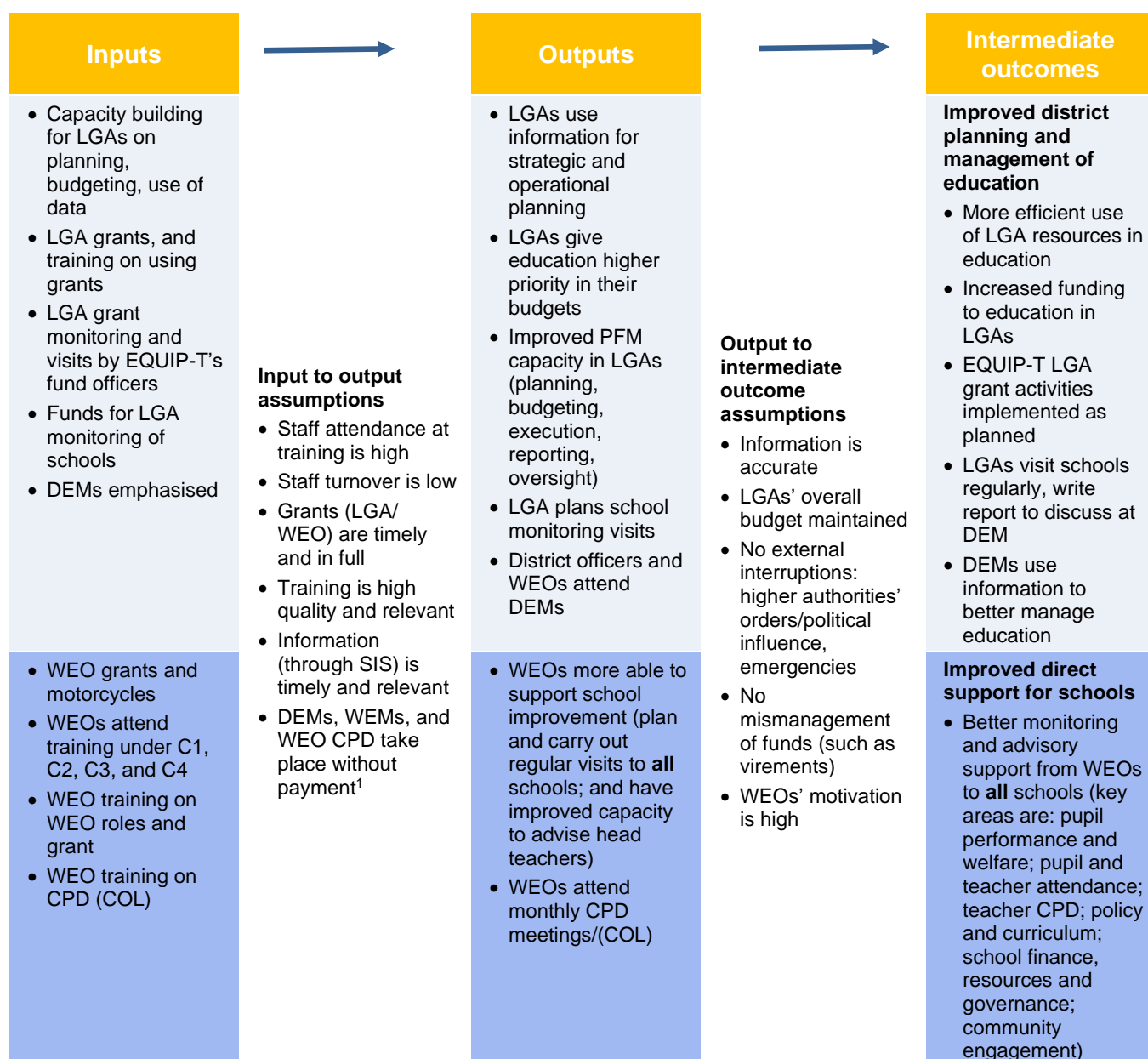
WEO grant: Grants given to WEOs to implement activities within their roles and responsibilities in their wards. Grants can be used for motorbike running costs (such as fuel and maintenance), travel allowances, and stationery (EQUIP-T MA, 2017b).

WEO CPD: An initiative intended to systematically track and enhance WEOs' skills and knowledge to capacitate them to adequately fulfil their responsibilities (EQUIP-T MA, 2017c). However, the term WEO CPD is used in the context of EQUIP-T to mean a one-hour 'WEO CPD session' held monthly, on the same day as the DEM. This session is on a topic selected by WEOs, and is facilitated by an education officer, SQA, or experienced WEO.

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The results chain for component 3, developed following a workshop with the EQUIP-T MA in 2018, is shown in Figure 4 below. This shows the flow from inputs to expected outputs and outcomes, as well as the assumptions required for the chain to hold.

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[8] In this respect, activities under 3A and 3B are closely tied: 3A includes working 'directly with LGA and focus support on practical tasks with regional team and fund officer assistance, e.g. budgeting, fund management, reconciliation, activity implementation and monitoring', and 3B includes fund officer time in the LGAs and oversight from regional office managers (EQUIP-T MA 2017e, pp.26–27).

Figure 4: Main results chain for EQUIP-T component 3

Inputs		Outputs		Intermediate outcomes
• Capacity building for LGAs on planning, budgeting, use of data • LGA grants, and training on using grants • LGA grant monitoring and visits by EQUIP-T's fund officers • Funds for LGA monitoring of schools • DEMs emphasised	**Input to output assumptions** • Staff attendance at training is high • Staff turnover is low • Grants (LGA/WEO) are timely and in full • Training is high quality and relevant • Information (through SIS) is timely and relevant • DEMs, WEMs, and WEO CPD take place without payment[1]	• LGAs use information for strategic and operational planning • LGAs give education higher priority in their budgets • Improved PFM capacity in LGAs (planning, budgeting, execution, reporting, oversight) • LGA plans school monitoring visits • District officers and WEOs attend DEMs	**Output to intermediate outcome assumptions** • Information is accurate • LGAs' overall budget maintained • No external interruptions: higher authorities' orders/political influence, emergencies • No mismanagement of funds (such as virements) • WEOs' motivation is high	**Improved district planning and management of education** • More efficient use of LGA resources in education • Increased funding to education in LGAs • EQUIP-T LGA grant activities implemented as planned • LGAs visit schools regularly, write report to discuss at DEM • DEMs use information to better manage education
• WEO grants and motorcycles • WEOs attend training under C1, C2, C3, and C4 • WEO training on WEO roles and grant • WEO training on CPD (COL)		• WEOs more able to support school improvement (plan and carry out regular visits to **all** schools; and have improved capacity to advise head teachers) • WEOs attend monthly CPD meetings/(COL)		**Improved direct support for schools** • Better monitoring and advisory support from WEOs to **all** schools (key areas are: pupil performance and welfare; pupil and teacher attendance; teacher CPD; policy and curriculum; school finance, resources and governance; community engagement)

Notes: [1] No payment except transport, and a per diem if an overnight stay is required (e.g. for TTC tutors attending DEMs).

3   Methodology

The qualitative endline used two separate studies at different levels: school and community; and district. This chapter describes the methodology for both studies. The school- and community-level study focuses on community engagement (under component 4A) and teacher in-service training (component 1A), and the district-level study focuses on district planning and management (component 3). The two studies used different methodologies and sampling techniques, and respond to different research questions, which are presented separately in this chapter. More details on the methodology for both studies is given in Annex A.

3.1   Role of the endline qualitative research

The qualitative endline research forms part of the mixed methods evaluation that began in 2014 and will end in 2020. Three rounds of quantitative research and two rounds of qualitative research have been completed by OPM prior to this study and have presented valuable findings on the impact of EQUIP-T on improving pupil learning. This final round of qualitative research provides greater depth and meaning to the evaluation of EQUIP-T before the programme ends. It is also different from previous evaluation rounds as this qualitative research is sequenced to follow from the quantitative findings. Qualitative and quantitative research at baseline and midline took place simultaneously and were written up in conjunction as a single mixed-methods report, thereby presenting only limited opportunity to fully explore findings that may have evolved concurrently during the analysis and drafting of the reports. However, the design of this endline qualitative research exercise followed a few months after findings from the quantitative were analysed and disseminated, enabling the research team to explore and if possible explain these findings with more depth and clarity (Figure 5).[9]

Figure 5: Sequencing the qualitative endline
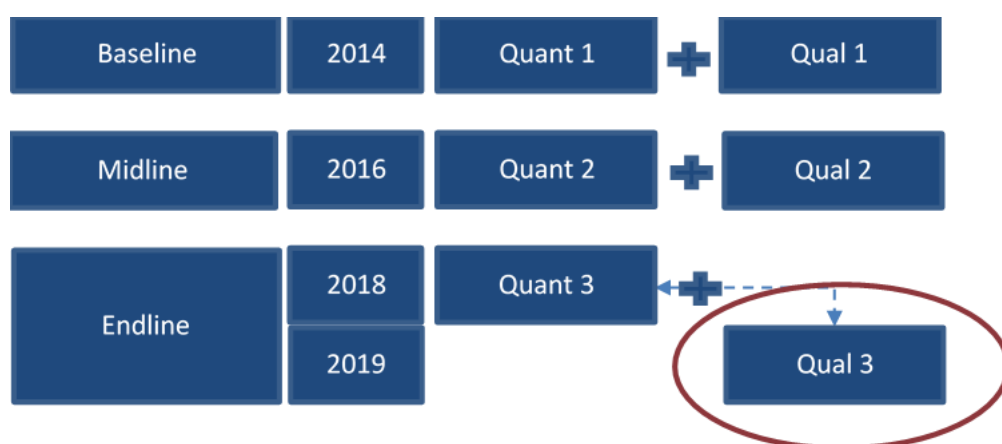
The endline qualitative study thus combines elements of 'development', 'complementary', and 'expansionary' mixed-methods designs (Greene, Caracelli, and Graham, 1989). The sequential development aspect uses the findings from the quantitative endline (and emerging interests of government and DFID) to shape the inquiry, in this case to provide a complementary elaboration of how and why change has or has not taken place, and sampling based on the results from the quantitative survey. It is expansionary in that it assesses components and processes not suitable for the quantitative survey, so allowing for greater breadth and scope in the overall evaluation.

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[9] The qualitative endline was delayed to 2019, when the programme was extended, to give the opportunity for the activities to be implemented for longer before the research.

3.2   Research aims and links to the quantitative results

The scope and objectives of the endline qualitative study were discussed with DFID and members of the impact evaluation Reference Group at the end of 2018 and in the first quarter of 2019. The results of the discussion are set out in the approved Endline Planning Report: Part II (OPM, 2019b). The impact evaluation had always anticipated a final round of qualitative research, so the opportunity was taken to review what would be most useful from the qualitative fieldwork. The result of these discussions was a decision to focus on three particular areas: first, the sub-component on community engagement, particularly PTPs; and second, the teacher in-service training model. Both of these sub-components have been highlighted by the government as activities to adopt and sustain nationally. The third focus is on district education planning and management, which had very limited coverage in the quantitative study and underpins the institutional sustainability of other activities implemented at decentralised level. The first two focus areas are researched through school- and community-level fieldwork, and the third relies on district-level fieldwork.

3.2.1   Community engagement

The Government of Tanzania has adopted the PTP and IGA as two of its six priorities after EQUIP-T completion,[10] and therefore the programme intends to support the development of a strategy that is sustainable (EQUIP-T MA, 2018c). The primary objective of this research is to provide a better understanding of how PTPs (and complementary activities under the sub-component, such as training for SCs and IGAs) function, informing the Government of Tanzania and DFID about how to sustain community engagement through PTPs and SCs in schools.

The qualitative endline research selects schools that exemplify positive practice in receiving and implementing EQUIP-T community engagement components and fostering positive perceptions of community participation. The aim is to learn from these schools and communities about what they did effectively, as well as to identify what may be required to sustain school and parental participation in the future. More information about how these schools were selected is in Section 3.4.1. By providing a more in-depth picture of how PTPs are functioning, what factors are leading to their success, and what factors may be acting as constraints, the study hopes to inform future implementation as adopted by the government.

EQUIP-T's TOC suggests that the implementation of PTPs will lead to improved interaction between the school and community. The 2018 'Report on Parent Teacher Partnership Grant Implementation' (EQUIP-T 2018c) states that whilst PTP results vary, PTPs have made significant contributions to increasing community participation in school development and performance.

The quantitative endline evaluation (OPM, 2019a) finds that PTPs have met with limited success in EQUIP-T schools. Although almost all schools (99%) have a PTP, a combination of low parental awareness of PTPs (23% of parents of Standard 3 pupils), few meetings, and minimal follow-up actions taken by the PTP suggest that this component is likely to have limited impact on community engagement more broadly. The quantitative endline findings suggest that head teachers' ratings of community support for education continue to remain low, with only 23% considering it 'good' or 'very good' at endline. Given the mixed findings on the success of PTPs, the qualitative research explores how and why some schools may have implemented the programme successfully.

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[10] This was set out in a letter from the President's Office Regional Administration and Local Government (PO-RALG) to EQUIP-T in January 2019.

3.2.2   In-service training

The secondary objective of the school- and community-level research is on teacher in-service training: understanding how and why the in-service training may have changed practices in schools. The government has selected school-based professional development as one of its six priority areas for sustaining the programme. The endline qualitative research aims to investigate how in-service training has been understood, valued, and used in the EQUIP-T classrooms and whether teachers and head teachers have observed the influence of in-service training on improved teacher performance and presence in the classroom.

The quantitative endline report, which builds on three rounds of quantitative research and is strengthened by previous rounds of qualitative evidence, provides evidence that the school-based teacher in-service training is likely to have been the strongest contributor to the positive impact on learning outcomes shown for the EQUIP-T programme overall.

The quantitative endline report shows that almost all Standard 1 and 2 teachers (98%) had attended EQUIP-T training in 2016 and 2017, and that 71% had attended both away-from-school and school-based training. There is also high training coverage for Standard 3 teachers (90%) who did not teach Standards 1 and 2. There is wide variation in the implementation of the school-based activities. A large share of Standard 1 and 2 teachers report not completing all training modules, and many early grade teachers are not regularly attending school-based training. At the same time, the quantitative data does show that coverage of school-based in-service training has been increasing since 2015.

The quantitative findings reveal that nearly all teachers of Standard 1 to 3 (99%) found the EQUIP-T in-service training in 2016–2017 useful, and teachers reported a number of important skills gained through training. However, more teachers at endline (77%) are facing difficulties with the training, an increase from midline (56%).

Given the largely positive findings of the quantitative endline study, this qualitative research aims to understand what teachers found useful and what the challenges were with training and the implementation of in-service training in classroom practice.

3.2.3   District planning and management study

The aim of the endline qualitative research at district level is to provide insight into the effectiveness of the key interventions under this component in strengthening education planning and management, as well as to identify factors likely to be necessary for sustainability once EQUIP-T's resources and support have ended. In addition to providing the government and DFID with information for accountability purposes, the results are intended to help guide decisions on the replication and potential scale-up of EQUIP-T via a mainstreamed district management model.

EQUIP-T's TOC suggests that the interventions under component 3 (such as capacity building and resources for school visits for WEOs and LGA officers) will lead to improved district management of education, which in turn will contribute to the EQUIP-T outcomes of better quality education, and an approach ready for national scale-up.

The nature of the component 3 interventions made it less appropriate to evaluate using the quantitative survey methods, and thus only a small number of questions relating to WEOs were included in the survey. The quantitative endline evaluation shows that the number of WEO visits to schools had increased significantly since baseline: at endline, 69% of schools had received 12 or more WEO visits in the previous school year, compared to 36% at midline and 9% at baseline. Between midline and endline, there was a decline in the value of WEOs' support, according to head

teachers: fewer head teachers found the last visit 'very helpful' and fewer found their WEO's support 'good' or 'very good', which may be related to the high turnover of WEOs.

The endline qualitative research seeks to better understand the effectiveness of all the component 3 interventions according to perceptions at the district level, through interviews with LGA officers and WEOs.

3.3   Research questions

3.3.1   Community engagement

The research question on community engagement for the qualitative endline study is:

Why were some schools and parents successful in implementing the PTP? What did these schools do to successfully implement the PTP?

Given the intention to scale the formation of PTPs to more schools, **this research explains the reasons for the successful (or otherwise) implementation of PTPs and analyses why schools have been successful in engaging with the community overall**. The research focused on schools in programme areas that have seen some success with community engagement, rather than schools where school and community participation have not been successful, to learn from examples of good practice and provide feedback on what needs to change or be different for community participation to improve.

The sub-questions for this study are:

- What is the relationship between the school and the community? What has contributed to this relationship?
- What is the perceived impact of PTPs, PTP grants, the SC training, and IGA?[11]
- How did the school and community work together to spend the PTP grants and the IGA grant? What has been their experience of planning for and spending these grants?
- How did the school and community receive the EQUIP-T training?
- How did the school and community work together to increase awareness of the PTP, and increase parental involvement and decision making regarding actions to improve education outcomes in the schools?
- What feedback do the school, PTP, and SC members provide on the training and EQUIP-T interventions? What, in their opinion, should be retained and what should be changed?

3.3.2   Teacher in-service training

The research question on teacher in-service training for the qualitative endline study is:

What are head teachers' and teachers' perspectives on the usefulness of the in-service training? Do and how do they believe it has contributed to improved learning outcomes for their pupils?

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[11] This question was clarified for the final report from the question in the planning report, which states 'What is the perceived impact of PTP, PTP grants and other interventions such as the SC, notice boards on this relationship?' SC training and IGA was added to the study, and noticeboards was dropped from the study focus.

In addressing these questions, researchers used a set of semi-structured qualitative research guides to provide an explanation for the hypothesis. The research asked teachers to reflect on what they consider most useful about the EQUIP-T in-service training and to describe what and how they use EQUIP-T training in day-to-day activities in the school. It also asked for feedback about how training and materials can be improved in the future.

The sub-questions for this study are:

- What aspects or elements of the EQUIP-T in-service training do teachers find most useful and why?
- How have teachers translated learning from in-service training to practice in the classroom?
- What are the most significant challenges that teachers continue to face in their teaching practice? Do they perceive in-service training to be adequate in addressing these challenges – and if so, why?
- What aspects of the practices introduced by the EQUIP-T in-service training model do teachers feel should continue, and which do they think will continue – and why?

3.3.3 District planning and management study

Development of the research questions for this study began with setting out the results chain of expected inputs through to outcomes under component 3, as articulated by EQUIP-T MA staff in interviews (see Figure 4).

The research questions for the qualitative study on district planning and management are organised according to the two strands: strengthening planning and management in the district office; and WEOs' role in education improvement. The research questions, with their sub-questions, are as follows:

District planning and management

Why have some districts been successful in strengthening education planning, scale, and use of resources, and management? What did these districts do to be successful?

- In this district, how is education planned, funded, and managed each year? Have these practices changed much in the last four years? In what ways? What has contributed to these changes?
- Have the scale and use of resources for education changed? In what ways? What has contributed to these changes?
- What has been the experience of implementing the budgets for EQUIP-T grants in this district?
- What is the perceived impact of the EQUIP-T training, mentoring, direct grants, encouragement of DEMs, and other interventions, on the changes in planning, funding, and management of education?
- What feedback does the district have on the EQUIP-T training, mentoring, and direct grants?
- What do EQUIP-T staff perceive to be the reasons why some districts have been successful in strengthening education planning and management?
- Across the EQUIP-T interventions targeted at districts, what do districts feel should continue and why? What will continue and why? What should change?

Direct support for schools from WEOs

Why have some WEOs been successful in strengthening their monitoring and advisory support to schools? What did these WEOs do to be successful? What type of support did they get from the district that helped them?

- What types of support do WEOs provide to schools? What are their key objectives? How frequently do they visit schools? What do they do on school visits, and how do they plan what to do? Has this changed in the last four years? In what ways?

- What has contributed to changes in WEOs' support to schools? What is the perceived impact of the EQUIP-T training, WEO grants, motorbikes, WEO CPD, other interventions, and other factors on the changes in WEO support to schools? What feedback does the district have on the EQUIP-T interventions?

- How does the district monitor, manage, and provide support to WEOs? How has this changed in the last four years? What has contributed to these changes?

- Across the EQUIP-T interventions targeted at WEOs, what do districts feel should continue and why? What will continue and why? What should change?

3.4 Study design

The impact evaluation always envisaged and made provisions for qualitative research at endline. The objectives and research questions were narrowed down to ensure a manageable scope given the resources available for fieldwork and analysis, and to respond to DFID and resource group suggestions on what would be most useful at endline. After defining the research questions, the team developed the more detailed methods for answering the research questions. A sampling frame was developed to purposively select study sites (schools/communities and districts) and respondents. Respondents who represent the views of the school (WEOs, head teacher and teachers) and of the community (parents and community leaders), as well as respondents who could best respond to changes at the school and community level (SC and PTP), were selected. At district level, a variety of respondents who would have had exposure to the topics of interest were selected in order to build a pattern of responses. The design focused on instruments that would be best suited to the respondents selected and the kind of answers sought from these respondents.

3.4.1 Sampling process for the school and community study

The qualitative endline research is based on a purposive sampling technique and a revision of the sample of schools visited at baseline and midline for the qualitative research. This sampling process selected schools based on specific characteristics, including an indication that they were successful cases. This is instead of the alternative approach of random selection. Purposively sampled cases are likely to be most informative with respect to the phenomena of interest since depth of insight is the purpose (rather than statistical generalisation). The selection of sampling units was based on previous evaluation data and experts' judgement on units that would promise the greatest depth of observations and findings.

The study employed a deviant case sampling method, based on composite indicators from the quantitative endline survey. The purposive sampling strategy focuses on:

1. **Continuity in school** – to be able to reflect on changes since baseline, the sampling strategy prioritised schools where the head teacher is in the school at both the quantitative midline and endline and there are at least three Standard 1–3 teachers at quantitative midline who are still there at endline. Continuity is key at endline as the head teacher and teachers were invited to reflect on changes in the school and EQUIP-T over the course of the programme's implementation in the qualitative study.

2. **Schools with positive community relationships or participation** – to understand how and why the community engagement components of EQUIP-T may have worked, schools with positive community participation were defined as those schools where the PTP meetings were greater than

the average school in the quantitative sample and PTP took at least one action. This was the primary focus of the sample.

At the planning stage of this study, the research team attempted to include schools where teachers received EQUIP-T in-service training and the learning outcomes were higher than other schools at endline. The research team explored options to include an aspect of positive learning outcomes, but adding this criterion would have narrowed the list of schools down to a degree that would not allow any meaningful selection of schools across three districts.[12] As a result, in-service training and learning outcomes as criteria had to be dropped, so the schools selected do not represent a particular experience of change in learning outcomes. Whilst this is a limitation of the sampling criteria, the team made an informed decision to prioritise the first two criteria so that the main research objective could be answered. Moreover, research questions for the in-service training draw on the general experiences of teachers in their classroom and how they used the training to complement the earlier quantitative findings.

The final sample consisted of six schools spread across the three regions of Dodoma, Simiyu, and Tabora. The reason for reducing the sample size from nine schools (the size at baseline and midline) is to increase the depth of the study and findings. The reduction allowed the team to spend more time at each research site and to involve a larger number of participants from the community. It also allowed the research teams to conduct follow-up interviews with participants, once an initial rapport had been built. By speaking with both the school and the community and triangulating information provided from both groups, this research provides a robust understanding of these EQUIP-T components.

3.4.2   Sampling process for the district study

The district level research is also based on a purposive sampling technique, and as with previous rounds, sampled three districts. The approach to sampling was different from that taken than at baseline and midline in order to purposefully select districts which are considered to be successful in the areas of focus under component 3. For this endline sample, the districts were selected as follows:

3. **District 1 was selected because it was considered a high performer in terms of strong education planning, budgeting, implementation, and management.** EQUIP-T had identified criteria for assessing LGAs' performance;[13] however, these criteria were not approved by PO-RALG and so were not used for any monitoring or reporting. Without objective evidence held on record by EQUIP-T against the criteria, EQUIP-T staff were asked to provide feedback on all the LGAs from amongst the first five regions in the programme. Regional EQUIP-T officers gave LGAs a score on the following criteria: strong budgeting, strong budget execution, strong reporting and reconciliation, and DEM regularity. Feedback and recommendations on which LGAs to visit were also sought. The sampled LGA was chosen based on high scores against these criteria, as well as having key senior staff (DEO, district planning officers (DPOs), and district treasurer) in place more than three years, and geographical accessibility. In this district, the primary focus of the research was district planning and management, not WEO support to schools.

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[12] Including these schools was not possible as the quantitative survey tests 15 pupils from each school, and the results would not be representative at the school level. The research team could not use data from the endline on how many pupils sat for and passed the Standard 4 examination (a school-level indicator), as this was not asked at baseline. The final option was using secondary data sources from the National Examinations Council Of Tanzania website; however, adding this criterion of learning outcomes would have narrowed the list of schools down to a degree that would not allow any meaningful selection of schools across three districts.

[13] These criteria are: effective fund management; the quality of planning and implementation of programme activities; having an integrated M&E school visit plan that is implemented; and holding regular DEM meetings.

4. **Districts 2 and 3 were selected because they were seen as strong performers when it comes to WEO support to schools.** The original intention was to pick two LGAs that linked with the school/community sample. However, it was later decided that this was inappropriate: the school sample (six schools) was too small of having schools which reported positive feedback on their WEOs; even if they did provide such feedback, the basis of one school's feedback would not be enough to generalise about the whole LGA. Instead, the same approach as above was used: scores were given by EQUIP-T regional staff against criteria of good WEO support to schools, regular attendance of WEOs at WEO CPD, and low WEO turnover. Qualitative recommendations were also given. Again, this feedback, along with duration in post of the DEO and geographical considerations, were factors in selecting the two districts. In addition, one district was a town council (urban) and one a district council (rural). In these districts, the primary research focus was on WEO support to schools, with a secondary focus on district planning and management.

All three districts were in different regions, amongst the five regions originally supported by EQUIP-T, and are unrelated to the schools selected for the school and community study.

3.4.3 Respondents for primary data collection for the school and community study

The school- and community-level qualitative research sampled a total of six schools and their neighbouring communities, two each in the three regions of Dodoma, Simiyu, and Tabora. Table 1 sets out the respondents sampled in each of the schools/communities. The instruments used were IDIs, FGDs, follow-up interviews, proportional piling, community maps, and priority listing.[14] An explanation of the instruments and why they were selected for the study, as well as total numbers, are provided in Annex A.

Table 1: Respondent sampling and research tools in school/community study

Respondents	Research techniques /tools	Sampling process	No per school/ community	Total sampled across all schools	Actual numbers completed across all schools
In each **school**, the qualitative study used the following techniques:					
Head teacher	IDI	The head teacher at each school site was interviewed.	01	06	06
Head teacher and teachers	Community mapping	The head teacher and teachers who taught Standards 1–3 participated in the mapping exercise. The map was verified by PTP members (sampled below).	01	06	06
PTP members	FGDs/ proportional piling

Follow-up interviews | All members of the PTP, including school staff, were invited to participate in a group discussion and participatory exercise of proportional piling to understand their engagement with the school. | 01

02 | 06

12 | 06

12 |

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[14] These methods are explained in greater detail in Annex A.

		This discussion was followed up with one IDI with a teacher PTP member and one with a parent PTP member.			
SC members	FGDs	Members of the SC, not including the head teacher were invited to participate in the group discussion. A participatory story-telling method of Most Significant Change was used to discuss positive changes in the school.	01	06	06
Teachers who have received the in-service training	IDI/priority listing	Two teachers were chosen at random from a list of teachers who have received in-service training. Where possible, teachers who have not been interviewed for the PTP were interviewed to avoid respondent fatigue. An interactive research exercise was used called priority listing to understand what teachers may have found most useful from the in-service training.	02	12	12
WEO	IDI	Interviews with the WEOs of the sampled schools.	01	06	06
In each corresponding **community**, the study used the following techniques:					
Community leader	Key Informant Interview (KII)	The village committee chairperson from the community surrounding the school, or another member of the committee where they were not available, was interviewed.	01	06	06
Parents	FGDs	One discussion was held with fathers, and one with mothers of the children attending the school. Each discussion had an average of 5–8 respondents.	02	12	12
	Follow-up interview with parents	One follow-up interview with a mother and one with a father of the children attending the school was conducted after the discussion from each school.	02	12	12

See Annex A for more detail on these instrument types and why they were selected.

3.4.4　Respondents for primary data collection for the district study

The district-level qualitative research took place in three districts, using semi-structured interview instruments for IDIs and a small number of group interviews (GIs).[15] The respondents were sampled based on their expected involvement in the component 3 activities and district-level management. In the district office, this included a range of officers in the education department who work on coordinating EQUIP-T activities and managing WEOs, as well as officers from other departments who are expected to have become closer to the education department as a result of the programme, and who could provide a separate view for corroboration. The districts had some discretion in determining which WEOs took part in interviews: the research team asked to meet with WEOs who were seen as being particularly effective, and there is no reason to expect districts to be dishonest about which WEOs these are.

Initially, all research instruments were intended as individual IDIs because respondents often feel inhibited about expressing their views in front of peers or superiors. During the fieldwork, some adjustments were made to ensure all the interviews were useful, which meant dropping some interviews (such as education accountants who did not know about WEOs) and adding others (such as GIs with WEOs, in order to have them cross-reference one another). In this case, the addition of GIs with WEOs may have risked some inhibition, but a number of IDIs were carried out in addition to ensure there were enough data points to establish convergence.

A description of the positions and relationships of respondents is given in Box 4, whilst Table 2 sets out the respondents and research tools actually included in the study.

Box 4: Relationships of key respondents in the district level study
At the LGA level, officers are organised as follows:
The LGA is led by a district executive director (DED), who was met in each LGA but was not interviewed.
The education department is led by the DEO, and within this department there are district academic officers (DAO) and statistics and logistics officers (SLOs) (amongst others). Usually one of the DAOs is nominated as the EQUIP-T coordinator. WEOs fall under the Education Department but are not based in the office, and head teachers fall under the WEO at school level.
Other departments in the LGA include the Planning Office, for which a DPO was interviewed, an accounts office, led by the district treasurer, and in which one accountant has responsibility for the education sector (the education accountant), and a separate office of SQAs, who report to the Ministry of Education, Science and Technology (MoEST).
In each LGA, the EQUIP-T regional team leader (RTL) was interviewed. EQUIP-T also has fund officers responsible for each region who are based at EQUIP-T headquarters. The relevant fund officers for the three districts were interviewed.

Table 2: Respondent sampling and research tools in the district study

	EQUIP-T MA HQ	LGA 1	LGA 2	LGA 3
Qualitative interviews completed at endline	National Coordinator Component 3 Lead Senior Fund Officer	DEO 2 x IDI DAO/ EQUIP Coordinator SLO	DEO DAO/ EQUIP Coordinator SLO	DEO Special Education Officer / EQUIP Coordinator

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[15] The group interviews were held with two respondents (WEOs) together in order to allow discussion and opportunity for disagreement, agreement, and clarification of particular experiences in the district. With only two participants, GIs are not considered to be the same as FGDs.

(all IDIs unless specified)	3 x Regional Fund Officer	Special Education Officer WEO SQA DPO District Treasurer Education Accountant EQUIP-T RTL	3 x WEO IDI WEO GI (2 WEOs) SQA DPO EQUIP-T RTL	SLO 2 x WEO IDI WEO GI (2 WEOs) head teacher SQA DPO EQUIP-T RTL
Total interviews (37)	6	11	10	10

Note: LGA 1 was focused on district planning and management; LGAs 2 and 3 were focused on WEOs.

3.5 Fieldwork and analysis

Fieldwork took place for both studies concurrently in late April and early May 2019, which was the same time of year as the baseline and midline qualitative studies. The school and community fieldwork began with one week of training, after which the group divided into two teams, each conducting fieldwork at three school/community sites. The district-level fieldwork was conducted by a team of two, the district study team leader and a Tanzanian research assistant.

As the majority of the research was conducted in Kiswahili (a small number of district, regional, and EQUIP-T MA interviews being conducted in English), the interviews were audio-recorded, with consent, and verbatim transcripts translated directly into English by research assistants.

The analysis process began during fieldwork, with debriefs led by the leader of each sub-team; these were used to review and finalise the plan for the next day. For the school/community team, debriefs enabled a first set of codes for the codebook to be identified. Four researchers used the first draft of the codebook to code initial transcripts and share any revisions to it. Once the codebook was finalised, the transcripts from both studies were coded using the qualitative coding software NVivo. New codes were added to the coding structure as they emerged during the coding process and shared with other researchers. The school/community project was merged into one for the final analysis. The district study lead coded all the transcripts from the district study using one codebook set up after fieldwork and before starting coding.

The qualitative analysis drew on themes that emerged from the coding process. Researchers used this process to identify, analyse, and report on themes emerging in patterns from the data. This method allowed for an emphasis on understanding experiences and triangulating perceptions of different respondents towards answering each question. Themes were then considered against the research questions, before writing up findings.

Further details of the training, data collection, coding and analysis, and risks and limitations of this study can be found in Annex A.

3.6 How to read this report

The analysis and description in this report refer to the cases sampled for this qualitative study. In the case of the school- and community-level study, reference to 'schools' implies a theme which has been found and corroborated across the majority of the six case schools. Where an exception was found with a different experience, this is described. Similarly for the district level, the findings relate to the three LGAs sampled, or even only one or two where a topic was not covered in all three. The findings

are not intended to be representative of all schools/communities or districts but to give an indication of the experiences of implementation and perceptions of change in the study sites which were sampled according to available criteria marking them out as successful cases. Where relevant, the findings from the quantitative endline are referenced, and the quantitative survey was representative of all schools in 17 districts from the original five EQUIP-T regions.

All schools, communities, and districts have been anonymised and given a number instead of their name. Schools are numbered as 1 to 6 and LGAs are numbered 1 to 3 (LGAs and schools are not related). Where identifying facts are included in quotations, these have been removed. Researchers have changed the transcribed interviews where grammatical errors made the text difficult to understand. Changes have been added in [-] brackets.

4 Community engagement

Evidence from different studies find that parental and community involvement in schools has a positive impact on a child's growth, learning, and educational development (Albright, Weissberg, and Dusenbury, 2011; Boethel *et al.*, 2004; Epstein, 2001). Caring and trusting relationships developed by the school, where the community's participation is recognised and honoured, encourage parental participation (Mapp, 2002). EQUIP-T introduced the PTP and PTP grants to improve parental engagement in school and strengthened the role of the SC through training to increase their awareness of their roles, and their involvement in the school's development. For more details on the implementation and expected outcomes, see Section 2.1.

This chapter explores why some schools have been more successful at implementing the PTP than others, in order to learn from these schools about what they may have done well or differently in the way they have engaged the community. As explained in Section 3.4.1, in the schools selected for this research, PTP members have had more meetings than PTPs in other schools and the PTP has taken at least one action in the last year. This sampling process is important to note at the start of the chapter since even though schools were selected to study best practice, this research finds variable evidence of what best practice means in each of these schools.

This chapter starts by describing the implementation of the relevant EQUIP-T activities: PTP formation, training, and meetings; followed by SC training, meetings, and implementation; and the outcome of the PTP and IGA grants. The next section explores school and parent engagement, and whether and how this has improved. Where there has not been an improvement, this report explains why. Feedback from the head teacher, WEO, PTP, and SC members who have received training and support are shared in the following section. This is followed by findings on the sustainability of the programme's community engagement activities and ends with conclusions to the key research questions.

4.1 Implementation of PTP and SC activities

All schools visited for the qualitative endline study have established PTPs, received training for their SCs, and received both PTP grants and IGA grants. This section describes and analyses the implementation of PTPs, from formation, through to training and their activity at meetings. This is followed by the same for SCs, and a discussion of the relationship between PTPs and SCs. The final section looks at the PTP and IGA grants, both in terms of their planning and use, and their outcomes.

4.1.1 PTP establishment and activity

PTP formation

The PTP is a voluntary structure with 21 members in total – 14 parents and seven teachers. It comprises two parents (one male and one female) and a teacher from each class from Standard 1 to 7, who are supposed to be the main link between the teacher and the other parents with children in that class. According to EQUIP-T: 'The PTP is meant to be a welcoming body for parents to participate. This means that parents should not be excluded because of their gender, ethnicity, socio-economic status, etc.' (EQUIP-T MA, 2018c, p. 2). The PTP has one coordinator who represents the PTP during SC meetings and communicates messages from the SC to the PTP.

Schools visited at endline followed different processes to select members for the PTP. Encouragingly, this report finds an equal representation of men and women. In most instances, the teacher, head teacher and SC drive the selection process by shortlisting the PTP members first, and parents vote for

representatives from this shortlist through community meetings. In other schools, parents had to submit a formal application for this position first; the head teacher then shortlisted applicants and finally, parents voted for their representatives.[16] It was not evident at endline that parents had the requisite information about the role and function of the PTP at the time of choosing members to make an informed choice.

Head teachers, teachers, and SCs often actively considered parental economic backgrounds when selecting PTP members. They also preferred to choose those parents who were already active in school and other community activities. The EQUIP-T MA notes that the PTP's roles require members to be influential in order to win the community's trust and engagement. It is thus likely that influential parents will be voted in as PTP members. This preference for influential members affects the equity of the PTP selection. Through group discussions with PTP parents and teacher members, this report finds that active parents were those who were economically better off and lived close to the school. This finding is discouraging as it means in some schools selection has discriminated in favour of parents of a higher socio-economic status and is not representative of all the parents whose children are in school. In two schools visited that had successful partnerships, the PTP parent members were also influential members of the community who were keen to continue in the PTP even after their child had finished primary school.

> In this, what we looked at most is who are the people that have higher influence in the community. I was able to talk to the chairman of the school committee and the village government chairman and ask them if we could find people who are influential in the community so that they could come and help us influence others in the community and I also told the parents this, and they were able to understand that these people will truly help us.
>
> (Head Teacher IDI, School 3)

Figure 6: Community map from School 3
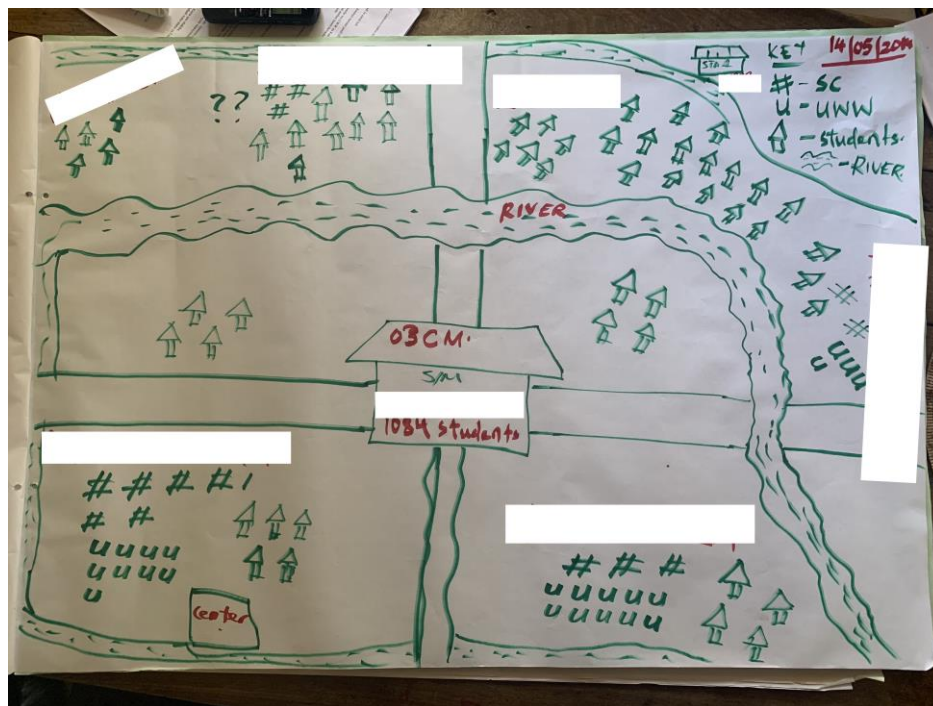
Description: SC and PTP members are from communities that surround the school. Communities that are across the river have students but fewer representatives in the PTP and SC.

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[16] The PTP formation guide suggests HTs should invite all parents to a meeting, where willing parents volunteer to be nominated. Parents are selected through a voting process, after which a registration form is completed by the HT and SC.

PTP training

The quantitative endline report (OPM, 2019a) found that at endline, 60% of head teachers had received training on PTP responsibilities, and 60% on the application and management of PTP grant. High head teacher turnover is likely to have affected their ability to attend training and subsequently support PTPs. Schools selected for this study purposively sampled for head teachers who had participated in the EQUIP-T midline and so were more likely to have received training. Although this report's findings reflect the experience of schools where there has been greater continuity, and where there should have been a better chance to pass on the training, PTP members still find the training content and duration to be inadequate.

This study finds that all WEOs and all but one head teacher interviewed for the qualitative endline received EQUIP-T training on PTPs and the SC. Training for WEOs and head teachers were delivered as per plan in clusters, although some received this training at LGA level. Head teachers reported the short duration of the training to be a challenge given the amount of content covered but overall were happy with the PTP training provided to them.

However, in-school training for PTP parent and teacher members was not implemented consistently – both in terms of the training duration and the content covered. PTPs report receiving training for an hour; others received half-day or day-long training, and some received training over three sessions.[17]

Head teachers and WEOs believe that parents would not be willing to visit the school often to attend training, as they have to walk long distances and miss work to attend, and as a result, decided to shorten the duration or number of training sessions. In some cases, head teachers felt that some PTP parent members who were not educated would not be interested or would not understand the training. This attitude towards parents is likely to have held head teachers back from providing comprehensive training to their PTP teacher members in some schools. Head teachers and WEOs often cited the lack of funds to facilitate these sessions and reported concerns about being unable to meet PTP parent members' expectations of receiving allowances for attending the training. This concern resulted in head teachers sharing information informally or incidentally if the parents happened to meet.

> You know we received these trainings at the level of the district where we were going to Dodoma for those trainings, but when we came back to our schools to provide these trainings, they think that there is something which will also be given on top of the training itself. So, what we were told is at least to give these people food during trainings, so in this community whenever you call for a meeting even if it's about development activities the first thing they will put in to their minds is if there is anything which will be given to them by asking around other people. Therefore, if they find out that there is nothing that will be provided to them then they will just be there physically and not mentally which is a big challenge. That is why even those PTP and school committee trainings we struggle a lot to run them, and they even sometimes tell us that we teachers are being given something whenever we attend these meetings but we come back here we do not give them anything.
>
> (WEO IDI, School 1)

In some schools, PTP parent members were unaware that they ought to have received training at all or had limited knowledge about how long the training ought to be, who ought to have trained them, and what the training should cover. Those who did receive the training were dissatisfied with the level

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[17] EQUIP-T MA staff explain that HTs and WEOs are meant to speak to PTP members about their roles, responsibilities, and use of PTP grants and to provide PTP members with a PTP manual to read. EQUIP-T suggested the school either hold a half-day orientation for PTP members, or a full-day if the school/WEO could provide refreshments.

received. However, since the head teacher and WEO were the primary source of information for the PTP as well as the people in charge of the training, there is little the PTP parent members could have done to hold them directly accountable. Members say that they would have preferred 'advanced' training as they found themselves applying their own knowledge to carry out their responsibilities. They suggest that future training should include new strategies, ideas or ways of working that complements what they know. When asked if the training met their needs, responses in most cases suggested they did not, such as the following quotation; 'No. Personally, I did not see whether the training was enough because it was like we were provided with directives. It was not satisfactory' (PTP FGD, School 2). The lack of training results in limited knowledge of members' roles and responsibilities, and affects the PTP's ability to be effective.

PTP members were also unclear about who would train new members. Most parent and teacher members report that when new members join, the PTP teacher who is responsible for that particular class ought to train the new member about the PTP. This means that after the first PTP training by head teachers and WEOs, new PTP parent members received training from other PTP members. Whilst this ensures some degree of continuity in the PTP, new members are likely to get a significantly diluted message. Moreover, teachers report being overburdened with their existing responsibilities, and therefore it appears unlikely that they would have the time to take on additional training responsibilities. This seriously limits the efficacy of the PTP, especially when more new members join, and do not receive adequate training.

Due to the limited training provided, PTP members have an inadequate understanding of their role. They are aware of their responsibility towards the school in mobilising parents, reducing absenteeism, and supporting school development, but few listed monitoring or accountability as their primary responsibility.

PTP meetings

The endline quantitative study (OPM, 2019a) found that the frequency of PTP meetings and the number of actions taken is low. On average, schools held fewer than two PTP meetings in 2017, and a sizeable minority of schools (18%) held no PTP meeting during the whole year.[18] This study purposively sampled schools that met more frequently and had taken more actions than the average, therefore selecting for schools that displayed more active PTPs than the average in the quantitative sample. Despite this, the qualitative study finds disappointing results for PTP meetings. Except for one school, none of the PTPs had structured meeting schedules or plans. This report finds that although PTP parent and teacher members meet when there are general parent meetings to discuss issues as they come up, more frequent PTP meetings took place amongst the head teacher and PTP teachers without parents. Excluding PTP parent members is a missed opportunity for the school to engage parents systematically in the school's affairs. Calling all parents together was viewed as 'impossible' or 'wasting a lot of time' by teachers who were hard-pressed for time.

> One of the reasons [for fewer meetings] is we have few teachers in our school, and on top of that we have so many meetings but also, we are needed to do our duties as teachers like teaching so you may find that if you put so many meetings you will not get enough time to teach these pupils. Moreover, we have other meetings assigned by EQUIP-T like teacher trainings within the school including other meetings within the school. Therefore, you find so many things that you are supposed to attend.

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[18] PTP members are supposed to organise themselves in terms of meetings and activities depending on what is required for the PTP and the school. Although PTP meetings are not the main activity for PTPs, this was used as a proxy for an active PTP in the OPM quantitative surveys. EQUIP-T did not provide a suggested agenda for PTP meetings.

(Teacher IDI, School 1)

Given the poor implementation of PTP member training, and consequently a limited understanding of their roles, it is not unsurprising that PTPs do not meet frequently. Infrequent meetings could also be explained by the fact that the head teacher called meetings without consideration for busy farming periods, where parents who were farmers would not be able to attend or would have to participate at a high cost of losing their income for that day. The only exception to this rule is one school where the PTP meets once every month. In this school, PTP members meet even if they do not have a specific agenda to discuss. They would meet to discuss general challenges facing the PTP group and the school, and were aware of and involved in the school's activities. This school was located in an urban area – parents lived closer to the school and were economically better off than in other schools. Whilst it is unlikely that parents across all schools would have the means and time to meet every month, robust training and more frequent meetings may institutionalise the PTP's participation in the school's decisions and allow the PTP members to respond quickly to the school's needs.

4.1.2 SC training and activity

SC training

The endline quantitative study (OPM, 2019a) found that between midline and endline, 87% of SCs received training on policy, laws, resource management, school mission and vision, and the roles of SCs versus PTPs at endline. The report also found that 59% of head teachers consider the contributions and support to the school provided by the SC to be 'good' or 'very good'. EQUIP-T training for SCs were provided by WEOs, who carried out the training at either the school or ward level. Head teachers, WEOs, and sometimes the SC chair were trained at the district level and would share what they had learned with the SC members. WEOs and head teachers described these training sessions as adequate to prepare them to teach SC members. SC training across the sampled schools ranged from one to two days, and in almost all schools training was a one-off event. Training sessions across the qualitative sampled schools were run by WEOs, with the head teacher also in attendance. SC members and WEOs discussed training as focusing primarily on roles and responsibilities, with other topics, including engaging parents, working with the PTP, and the new SC structure introduced by the government in December 2018, also covered.[19]

Head teachers, WEOs, and SC members unanimously reported that training was beneficial to understanding their roles and the importance of their roles in schools, and this information made SCs aware of responsibilities they were not yet fulfilling, and therefore set them on a course towards more focused activity. As one SC member explained:

> What we have learned was first of all to understand our responsibilities because when we were selected we did not know what to do or what we were going to be doing at school but through the training we were exposed to light that we knew what we will be doing.

(SC FGD, School 5)

Members that had a prior understanding of their roles described training as providing additional motivation and justification for their work. Primary roles include supervising the school, monitoring progress, and managing the budget and school projects. One SC member said: 'Yes, we changed after attending the training on how to manage the school development projects and there were some

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[19] A government circular released by MoEST in December 2018 reduced the number of members from 13 to 9 (EQUIP-T MA, 2019a) and reduced the number of meetings per year.

who didn't understand their roles. So, you also understand why you are at school and you will perform your duties' (SC FGD, School 3). This clarity of position and responsibilities helped hone the work of SCs and ensured increased execution in their responsibilities of representing their community and supporting the school.

The supplementary pamphlet material on SC roles provided by EQUIP-T refreshed understanding of roles. Some SCs report using the pamphlet, and every respondent that mentioned the pamphlet cited its usefulness in clarifying responsibilities. If members could not attend the training led by WEOs, they were given the pamphlet to review so that they could also still develop an understanding of what their responsibilities were. An SC member stated: 'For those who did not participate we were given training and we were given manual books to continue reading at home. So these books and the training we received from our fellow SC who participated we knew what were our responsibilities and they really helped us' (SC FGD, School 2). Having a physical copy of the roles and responsibilities was helpful to SCs, as it gave them a document to refer back to.

SC members gained knowledge of supervision, and what it means to support the school: 'I think the usefulness of these seminars is on when you receive projects, the seminar helped us, even on academic progress follow up it helps you know how to supervise on such issues. And we also knew that if we follow up and supervise it's for the benefit of our children's academic progress' (SC FGD, School 2). SCs became more active in supervision of the school, budget, and school development. Head teachers and WEOs confirmed that SCs improved their supervision functions and described SCs after training as following up with the school and parents. A WEO stated:

> For example, if there is a teacher that has a problem in the way he teaches or the community is complaining about, they [SC members] come and tell these specific teachers about what the community is saying so the teachers can change. I have attended two SC meetings with teachers, and I have seen that these people have understood their roles and have become real supervisors.

> (WEO IDI, School 3)

Areas of work that strengthened as a result of training include communication about education to parents, increased SC collective action, and school supervision and management.

Head teachers described increased confidence from SCs as a result of training. For example:

> There are some members who said to us that, 'Hey, even this is our responsibility, we were just in this group without knowing our responsibilities very well?' After the training, so they discovered they are holding their positions by law. So, these training have given them capacity on how to talk to the parents and emphasising them.

> (Head Teacher IDI, School 4)

SC members said that before training they had been a catalyst for parental involvement in the school, but after training this deepened and included spreading information to parents on the importance of education and reducing pupil absenteeism. As one SC member explained:

> After the training we became aware that things were not working properly in our school, as we had poor performance. Then based on the knowledge we received we started conducting meetings as community meetings because some parents were working against the school, they used to stop their children from performing well. So, we starting influencing the parents about the importance of education, and through the discussions we also discovered that if we

provide food at school for pupils, this will increase performance and so we planned what to do and we started providing porridge.

(SC FGD, School 6)

SC members felt that training helped to build a process into their coordination with parents and teachers and enabled them to build more productive relationships with both parents and teachers.

SC meetings

Not all SC members are active, and as was found with PTP meetings, conflicting work priorities impacts attendance. Because the SC role is a volunteer position, members prioritise their income-generating work, which affects the level of their involvement. 'The main challenge is motivation because whenever you call up for a meeting in the morning, it becomes difficult to get them until you plan it after lunch hours where everyone has already eaten and done with their economic activities' (Head teacher and teacher committee member, School 3).

Distance also plays a role in preventing regular attendance by individual members of the SC. Precarious conditions stop members from being able to attend meetings: 'During rainy seasons the gulley or *korongo* [gorge] acts as a barrier for the SC members as well as PTP members to participate fully' (Head teacher and teacher committee member, School 2). In some schools, the division between active and inactive members was especially along geographical lines. As with PTP members, the committee members who engage in school activities are often those who live close to the school and have a greater awareness of school activities. 'Just checking in our map [a reference to community map drawn to identify where PTP and SC members live] you can see most of our SC members are coming from the areas near the school environment. And we have decided to put few in far areas because there are also number of pupils who are coming from this side. But 80 to 90% of SC members attend' (Head teacher and teacher committee member, School 1). When a member did not attend consistently, SCs have a process for removing someone from the post. This study found evidence of an SC member being removed from their post due to poor attendance in only one school.

However, in all schools visited for the qualitative endline, SC performance was described as improving over the last two to five years. This is a positive finding in favour of EQUIP-T training provided to SC members. Community leaders in some communities cited increased performance and SCs as 'achieving a lot' (Community leader IDI, School 3). SCs in part explained this increased performance due to more strategic organisation in their meetings and work. As one head teacher said:

In the past we used to conduct meetings with no good arrangement. We could even meet twice a month without even a plan of action. Following our development plan of action and a guideline given by EQUIP-T, we have a good arrangement for these meetings, and we have a number of meetings per year unless there is an emergency when we can meet otherwise.

(Head teacher IDI, School 5)

4.1.3 Relationship between the PTP and SC

The PTP and SC report their relationship to be mutually supportive and complementary in addressing critical challenges in the school. In all but one school visited, the PTP and SC were aware of the work that the other group was doing in the school and said that they work collaboratively to achieve their goals for the school. The head teacher and WEO have an essential role to play in ensuring that this relationship is a positive one. Where head teachers and WEOs report playing a proactive role in

managing the relationship between the two school groups, they perceive a better working relationship between the two groups.

> What we have been doing for PTP and SC, we have tried to make sure that they go parallel, and most of their meetings have been conducted together, maybe if you have a different agenda. So, when you have SC meeting it's nice if you also call the PTP members, first of all the SC are aware that there is a group of people who work just like us. When you bring them together they can also reveal some of the challenges to the SC, SC makes the decisions, but they cannot go deep like the PTP members like I told you PTP members go extra mile even into farming with the school.

> (WEO IDI, School 6)

Despite these efforts, all PTPs and SC – and to some degree the WEO and head teacher – view the SC as the 'owner of the school', 'leader of the school', or the 'mother/father committee'. The PTP is viewed as the 'sub-committee', 'supporting body', or a 'less powerful group', which undermines its position in the school and community. The SC is considered by the school and community as a body authorised by the government. It also has a longer history in the school than the PTP. In some schools, this may be the direct result of the SC selecting PTP members and defining the remit of their roles. This report finds examples where the SC has asked PTP members to procure resources such as pumps or seeds to run the IGA projects on their behalf. SC members instruct PTP members to reach out to parents about absenteeism and report back to them. If the PTP would like to suggest changes in the school such as the need for more teachers, they take their request to the SC for approval and expect the SC to take action.

> There is a difference, we have given PTP a very limited authority. They are the ones who make daily follow ups in the classes even if they miss a day or two but they must come to make follow ups but the SC members might just come once as we will be waiting for the feedback report on the challenges that emerged during follow up. We meet as committee, they first meet and if they feel that this thing is hard then we meet as a committee.

> (SC FGD, School 3)

In all the schools visited, PTP members accept their role as being subordinate but complementary to the SC and there was no tension observed, with the exception of SC members in one school who viewed this overlap of roles as unnecessary, as is illustrated in the quotation below.

> **Interviewer:** Okay, that is his view, how about others, what do you think?

> **Respondent 3:** They [the roles of SC and PTP] don't differ very much because the SC is the supervisor of the school activities and they also supervise the same things, so maybe I can say it is a bad allocation.

> **Interviewer:** So, you are saying it's the same.

> **Respondent 4:** It is the same maybe there is just a difference in the Kiswahili naming that they are called a partnership of parents and teachers but if there is a difference it would be in very few roles.

> (SC FGD, School 4)

Given that the PTP's position is less recognised than the SC's, the additional and distinct value that PTPs play in improving the parent–school relationship is not evident. In order to bridge communication

gaps between the SC, school, and parents, the PTP should enjoy a legitimate and neutral position amongst all school- and community-level stakeholders. If PTP members themselves do not believe they have power to play their role, they are unlikely to build their credibility amongst other parents in the school.

4.1.4   PTP and IGA grants

Two PTP grants were provided to schools. Schools received TZS 550,000 as PTP grant 1,[20] of which TZS 100,000 was for PTP activities and the remainder for general school improvement. The second grant was to be used to improve the attendance, retention, learning, and welfare of marginalised girls, as well as possibly children with disabilities and other marginalised children (EQUIP-T MA, 2017d). The EQUIP-T quantitative endline report (OPM, 2019a) found that all schools have received PTP grant 1, and virtually all of them had received the correct amount (98%) and spent the grant (100%). The most common usage of PTP grant 1 was for school infrastructure and furniture (93% of schools) and extra-curricular activities. Compared to grant 1, fewer schools (only a quarter) had spent the PTP girls' education grant by the time of the endline survey.[21]

To support school development and IGAs, EQUIP-T provided IGA grants to 50% of schools in each district. The grant of TZS 1,500,000[22] was provided based on submitted business plans, and all schools visited for this study received these grants. The IGA grant aimed to support the implementation of the SDP through generating income; to empower pupils with entrepreneurship and life skills; to engage SCs in accomplishing their oversight roles as school managers; and to bridge the gap with community members through interaction on selected projects (EQUIP-T MA, 2018f). The quantitative endline (OPM, 2019a) found that the IGA business plans were accepted for 49% of the programme schools sampled, and close to all schools (98%) whose business plans were accepted received the IGA grant in full. Amongst the schools that received IGA grants, head teachers reported that 88% had started at least some IGAs at the time of the 2018 survey.

Figure 7: Records of PTP grant allocations for school development activities

Description: Money requested for successful implementation of the following school development activities and activities related to PTP for the period January–December 2016.

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[20] Equivalent to £194 in October 2019.

[21] Only 89% of schools had received PTP grant 2 at this time.

[22] Equivalent to £530 in October 2019.

Planning and use of PTP grants

As schools had to adhere to EQUIP-T guidelines on how to spend their PTP grants, this study finds little variation in how grants are spent in school. The findings show that grants are used towards the construction of classrooms, building desks and chairs, and increasing the security in the school by repairing the door to the head teacher office or buying a padlock. In some cases, the PTP grant was used to support the IGA project, or profits from the IGA were redirected to PTP initiatives. For example, in one school, the PTP grants were used to buy seeds for an IGA farming project, and in another, it paid to repair a machine used for IGA. In a third school, profits from the IGA were used to buy more sanitary pads, an initiative that began with the PTP funds. Head teachers report that they supplement capitation grants with PTP grants to undertake substantial repairs or more ambitious projects that could not have been completed by the capitation grants alone. In most schools visited during the qualitative endline, the PTP girls' education grant was used to buy sanitary napkins or soap for girls, or to build a changing room for girls to provide them with some privacy.

According to the EQUIP-T MA, head teachers and WEOs were meant to take PTPs through the PTP grant manual which provides direction on how the grant can be spent. On receipt of the grant, the head teacher should have called a meeting with the PTP; together, they prepare a workplan and decide how to spend the grants. The spending should be in line with the SDP and should have the consent of the PTP, especially the PTP coordinator. This study finds that head teachers adopt different processes in the school once they are notified of having received the grants. Most head teachers interviewed for this study say that they decide how they should spend the grants, following the guidelines in the grant manual, and with the teachers of the school. They then invite the SC to participate, or invite both the SC and PTP. This study does not find evidence of a detailed consultative process, as intended, and finds that only a few head teachers work collectively with the PTP and SC to decide how to spend the grant. Although the PTPs are consulted in planning and spending the grant, they do not have complete autonomy over determining how to spend the grants. In a few schools, they are simply informed of how the grant has been spent after it has happened. An underlying reason for why the PTP may not have been consulted is that the head teacher and WEO think that the head teacher and teachers have a clearer idea of the school's needs. Another reason is that PTP parent members have previously asked the school for some compensation for their time to attend training and meetings and conduct visits to parents' houses from the grants, and the school has had to decline this request. Not involving the parent body is a missed opportunity to use the grants towards what parents or pupils value or think they need.

Government guidelines indicate that SCs have the responsibility to prepare budgets and supervise school finance expenditure (MoEST 2016). The EQUIP-T SC training manual reiterates that the SC must approve all income and expenditures in the school and manage the funds received by the school. In all the schools visited for this study, the SC controls school finances, including the spending of the PTP grants and IGA grants, and in some schools, they ask the PTP to rubberstamp the plans. PTP parent members in some schools say that they lack the authority or agency to oppose the SC.

> **Interviewer:** I would like to learn more from you PTP members if you feel that you have the authority over the decision of the grant you have received for PTP.
>
> **Respondent 1:** We do not have the authority when you see people are not answering, it's because the money comes from there and have instructions, so they decide themselves, so we always receive directions from the experts.
>
> **Interviewer:** Can you please tell us about those experts; who they are?

> **Respondent 1:** I don't know in the organisation because we discussed that we wanted to do vegetable gardening, but when the money came they just instructed us 'do this, do that' in order to get those tools.

> (PTP FGD, School 2)

Despite being uncomfortable about not having a say in decision making over grants or feeling underappreciated for the work they do for the school, PTP parent members have not shared these views directly with the head teacher or SC, so it is likely that school leadership is not aware of the PTPs' views. The study did not come across any case where the PTP parent and teacher members have questioned the school's decisions on the use of grants. PTP members are content that they have at least been informed by the head teacher or SC about the grants. As the intended outcome of EQUIP-T component 4A is to bring about greater engagement and support for the school by involving PTP members and other parents, it is discouraging to find that decisions for improvement are still primarily led by the school. If PTP members do not feel empowered to participate in spending grants or providing feedback to the head teacher and SC, it is unlikely that they will be able to empower or engage other parents to do so.

Outcome of PTP grants

The most striking outcome of PTP grants and PTP members' support has been in terms of mobilising the community to provide money and labour to improve infrastructure in the school. PTP grants have been especially welcomed in the school after the fee-free education policy introduced by the government, as the school needed more infrastructure, such as benches, classrooms, and toilets, to cope with the increased enrolment in the school. It is important to note that mobilising the community to contribute resources has also been especially difficult, as parents believe that they should not be asked for any contributions as a result of the fee-free policy. The grants also accelerated projects that had stalled in the school due to the lack of money. The PTPs think that the renewed funds and interest in these projects were critical in bringing the community together to support the school. Participating in these activities also improves the PTP members' sense of ownership and pride of working with the school. 'I think for me we are proud and happy to follow up on the role of following up and supervising school projects because there is no project that will come to the school with the teachers involving us and this helps us get close to the teachers' (PTP FGD, School 2).

In addition to infrastructure, PTP grants were also spent on activities to improve teaching and learning. In two schools, grants were used to organise an after-school learning camp. The PTP played an essential role in ensuring positive parental participation by convincing them to allow their children to stay in school for longer hours and by collecting contributions from the community to sustain the camp. A part of the grant was used to give teachers an incentive to attend, which reportedly increased the time teachers stayed at school and teachers' interest in teaching; some of it helped to provide meals during the camp to incentivise pupils to visit and learn. The school staff believe that the increase in learning outcomes was in part due to these learning camps as they helped pupils with poor learning outcomes to receive focused support. In other schools, grants were used to provide motivational awards to pupils after their results or to host academic competitions against neighbouring schools.

The head teacher and PTP teachers and parent members, as well as parents, appreciate the contribution of the second PTP grants in providing sanitary pads for girls. Changing rooms for girls and the availability of soap have also reportedly increased hygiene. Although there is limited evidence from the endline quantitative findings on reduced absenteeism, teachers report that this has reduced absenteeism as girls do not have to miss school when they are menstruating.

Planning and use of IGA grant

Head teachers, SCs, PTPs, and parents view the IGA grants as essential in supporting schools in generating income to help improve the school environment. In describing EQUIP-T implementation, all respondents – parents, head teachers, WEOs, teachers, SCs, and PTPs – could describe IGA projects taking place at the school, and overall viewed the projects positively. EQUIP-T MA staff explain that IGA projects should be designed in collaboration with community members, the school management, and PTP. This report finds that in all schools, SCs describe being actively involved in the conceptualisation, decision making, and implementation of the IGA grant. Plans were implemented, such as installing a mill machine, or setting up farming or goat projects. Some parents could not name the source of the grant, but they could identify and describe the project. As discussed in this section, the level of understanding and community engagement related to the IGA projects ranged: many parents were actively involved in some schools, whilst some parents in particular schools expressed minimal involvement and wanted additional information.

Overall, at almost all schools visited, IGA projects were well received by parents and community members and were viewed as useful. As one community leader said: 'In my opinion EQUIP-T is helping us a lot in the community. The milling machine has been a help as there is no other milling machine in the whole village, people were walking a very long distance just for the milling machine, people were walking to [another village]' (Community leader IDI, School 1). Parents corroborated the usefulness of projects, reporting that they benefited the community, school development, and food programmes for pupils. Some parents became involved in the IGA projects because they believed in their potential to support the school environment and therefore their children's education. Parents appreciated that the income from projects was used for food and materials for their children, or school development.

In all but one school, parents engaged with the implementation of the project due to the project's perceived usefulness, but they were not consulted on how the grants were to be used. Decisions are made centrally with the SC, head teacher, and sometimes the PTP, and the information is later passed to parents. In one school, the lack of consultation led to great parental dissatisfaction, as parents perceived the goat project as taking pupils away from their studies. As a mother explained:

> Our children are pupils not grazers; they should look for someone to graze them [the goats], not our children. Our children are there to study, if it's grazing then there is no meaning for them to go to school because we also have goats at home and we stopped our children from grazing them because we want them to get education. Yes because they leave me at home grazing goats all by myself and then they go graze school goats, then maybe they should stay [at home]. What would the school goat help them with?

> (Female Parent FGD, School 6).

In this school, parents were dissatisfied because they felt the project interfered with their children's education, therefore undercutting the purpose of the project. Additionally, parents did not feel that they could approach teachers to report their concerns. Whilst parents noted dissatisfaction with the goat project implementation, they were more favourably inclined towards and more involved with the school farming in the same school, as they saw the direct benefits of providing food to their children. This indicates that it is not the IGA efforts itself they are dissatisfied with, but the implementation of the goat project specifically and its perceived negative impact on their children's education. This could have been mitigated if the IGA planning process had been more consultative between the school, SC, PTP, and other parents.

Figure 8: Records of the IGA goat project

Whilst both the PTP and SC are involved in IGA projects, the SC has more decision-making power than the PTP, as they can influence how the budget is created and monitored. This decision-making role was established across all sampled schools and was respected by parents, who appreciated that they had elected parents to represent them in the SC. Head teachers said that when they receive money for the school, they call SC members to discuss and decide how to use it. In a few schools, teachers appeared to have more influence on the choice of project; they developed an idea and then presented it to the SC. In other schools, proposals were made to a committee with various stakeholders, including the SC, PTP, and a village leader, and decisions were made collectively. In two schools, where projects had to be switched due to challenges, the issue was discussed with teachers, the SC, and PTP.

This coordination between actors during the decision-making process is a factor present in schools that describe their IGA projects as successful. The strong coordination and buy-in from the SC, head teacher, PTP, and village leaders seems to be a precondition for success and community engagement. When parents describe being involved with IGA projects, they describe a number of actors as encouraging their involvement. Specifically, a strong head teacher and involvement by village leadership appear specifically helpful for engagement, as cited by parents, SCs, and PTPs.

PTPs across all schools expressed ownership of the implementation and management of IGA projects and described follow-ups on the project as one of their achievements. Many PTP members described the IGA project as occupying the largest proportion of their time, and also described it as one of the most impactful aspects of their work. PTPs and head teachers described PTPs as managing and supervising the projects, and many parents across the sampled schools attributed the IGA success to their work. As one parent said: 'The PTP, I have seen that they have been dealing with a project of watermelon in the last season, so the PTP members have dealt so much with that project so that we would be able to get income for the school' (Male Parent FGD, School 3). Therefore, active PTP involvement in the implementation of IGA projects appears to be an enabling factor for success.

Outcome of the IGA grants

IGA projects are intended to increase communication between the community and school and to involve parents with project implementation. The IGA projects gave the SC and PTP an avenue and purpose to communicate with parents, and many parents expressed ownership of the project. All

parents described engagement between SCs and parents on the IGA project as happening through meetings, and some credited the project with increasing communication. Parents report being engaged by the SC, PTP, and head teacher for their support through contributions and labour, such as making bricks, helping with construction, and taking care of goats. Some parents describe regular meetings and active participation in the projects, and use language to illustrate ownership when discussing the projects: they explain how 'we' built, 'we' cultivated, and 'we' benefit, thus illustrating they feel engaged in the delivery and ownership of the project. Thus, parental buy-in was present in almost all schools.

Parents report making follow-ups to the school to check on progress or contribute. As one teacher describes: 'The project helped increase community involvement in school activities because now even parents come to school to observe how the project is going' (PTP Teacher IDI, School 5). This finding, of increased parental follow-up, was corroborated by parents in about half the schools. In the other half of schools, there were mixed accounts from parents within FGDs: some reported an increased follow-up and engagement, whilst others were unaware of the project or had chosen not to engage.

Whilst communication reportedly increased in most schools, parents present a more complicated picture of engagement. Some parents discussed the SC calling meetings to communicate information about the IGA grants, being transparent with supplementary funds needed, and managing a plan for delivery. As one mother stated: 'They just plan meetings and other things about the school. They talk about in school. If there is anything that needs to be done at school, the school committee tells us' (Female Parent IDI, School 1). Other parents felt that they were being contacted only when either contributions or labour was needed for the projects. In one school, parents felt that the SC communicated about the project with them so that parents did not complain about their children's involvement. A different picture of engagement was presented by some parents within FGDs, especially men, that they had no knowledge of the project and had not been informed. In response to this type of account by a fellow parent, a parent stated:

> There is no activity that can be done at school without the parents having been informed. If my fellow parents here are not informed of these, personally whatever takes place at school I have to get a letter calling me for a meeting unless it happens that I don't have time to attend. You might say that there is no project at school yet you did not attend the school parents' meeting. We were informed as parents and many of the parents know about the goat project at school and the project is doing well.

(Male Parent FGD, School 5)

Therefore, engagement ranged due to both the SC and PTP's level of communication, and uptake of information by parents. The latter – a self-described lack of involvement – was present at one other school, too. It is unclear from the data what predisposes some parents to be more involved than others. It is noteworthy that there seemed to be a variation in the level of engagement in SC-run meetings between mothers and fathers. In some of the schools, fathers seemed to attend the meetings more regularly, leading fathers to have more information on the SC and their roles than mothers.

4.2   School and parent engagement

The quantitative endline report (OPM, 2019a) found that only 23% of parents of Standard 3 pupils were aware that a PTP exists at their child's school. Amongst parents who were not members of a PTP, only 9% had attended an information meeting about the PTP at their school, which to some extent may help explain their low awareness levels. This builds on an earlier finding from the

evaluation's qualitative research at midline that many parents and teachers, unless they were part of the PTP, were not aware of its existence (OPM, 2017a). The qualitative endline corroborates findings from earlier evaluation rounds. These indicate that PTP members across all schools report increasing parental engagement and reducing pupil absenteeism as their biggest priorities; however, PTP members define parental involvement narrowly as parents being involved in contributing labour or resources to the school, rather than decision making about the school's activities or issues affecting pupils such as corporal punishment or improved learning. The following sections explain why parental awareness of the PTP and engagement with the school is low even in schools where the PTP is comparatively more 'active' than in other schools.

4.2.1   Parents' expectations of engagement

EQUIP-T's initiatives, such as the introduction of PTPs, scorecards, displays on school noticeboards, and IGA projects, have sought to increase parental participation in schools and parental involvement in holding the school management accountable. Despite these efforts, this report finds that the schools and communities visited at endline continue to have strained relationships with one another because of fines on parents to prevent absenteeism and corporal punishment meted out to students. This report also finds noticeable examples of increased cooperation and understanding based on efforts from engaged head teachers, SCs, and PTPs, which are discussed below.

Parents want the school to involve them in their children's progress and report that they are willing to be engaged in school activities, including contributing to school improvement. In all schools visited at endline, parents said that they have participated in helping the school build classrooms or a teacher's residence near the school, or by making desks or contributing financially. Parents view the school as belonging to the community and feel that it is the community's collective responsibility to support the school. In return, they expect the school to inform them of the progress of activities and the outcome of their contributions. Despite reports that they believe the school belongs to them, parents interviewed in all schools do not feel that they can visit the school uninvited to hold teachers accountable or to follow up on teaching and absenteeism. They are comfortable visiting the school when the head teacher, SC, or PTP invite them to visit. Therefore, parents have limited power to ensure mutual accountability in teaching and learning progress. Parents also see their responsibility towards their children in ensuring that their child is clean, and in school on time, as well as following up with their children's school and homework. This increased attention to education could be because of a greater political shift, from the DED and other government officials towards holding all those directly connected to education (from PO-RALG and MoEST through to pupils, parents/guardians, and community leaders) accountable for ensuring children are enrolled in school, attending regularly, and performing well.[23]

In contrast to parents' reports of engagement, head teachers, teachers, and SC members, as well as some community leaders, are of the opinion that parents who do not visit the school, do not go because they are lazy, uninterested in their children's future, or uneducated. They report that some parents actively encourage their children to fail, so that they can drop out of school, get married, and secure a bride price at an early age. In a bid to penalise parents who avoid sending their children to school, the school leadership – that is, the head teacher, SC members, and village leaders – levy fines on parents up to the amount of TZS 2,000 per day that the child is absent. Repeated reports of fines from parents (as discussed in Section 4.2.4 below) reveal that this measure has undermined the

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[23] A circular *Tanzania Education Circular No. 3 of 2016* issued in May 2016 mandates the district commissioner's office to take actions against all parents/guardians who fail to enrol their children to school and supervise children's attendance and their academic performance, and to hold parents/guardians responsible to follow up on their children's attendance and academic performance.

relationship and worsened communication between the school and parents. Parents continue to be upset about punishments levied by the school and felt especially distressed when the school did this without consulting them or engaging in a discussion first. It is unfortunate to note that neither the PTP nor SC support parents to share these views upwards to head teachers, village leaders, or WEOs, nor do they assuage parents' fears of being fined. This points to a serious limitation in the success of the PTP and SC in being able to bridge the communication gap between the school and parents.

> **Interviewer:** Is there anything else you think needs your involvement as parents?
>
> **Respondent 5:** This school fines TZS 2,000 for a pupil's absence and some teachers cane the children as punishment without telling us about their misconduct.
>
> **Interviewer:** So, do you think you should be involved in such matters about school punishments?
>
> **Respondent 5:** We gave the teachers the responsibility to care for and educate our kids, we ask them to take good care of them. Personally, I don't like it when my child comes back home in tears. We would like them to write to us or give us a call when the child skips school and not pay a lot of money as fine for that.
>
> (Female parents FGD, School 1)

The school, through the SC and with the help of the PTP, attempts to hold meetings with parents to inform them of vaccination drives, study camps, or resources required for school improvement. However, when there is poor parental attendance at these meetings, the meetings are cancelled, which frustrates both parents who have made the time to attend and teachers and head teachers who attempt to share information with parents. Poor attendance also dissuades the school and community from holding or attending meetings in the future. Parents who are less likely to participate in the school's meetings cannot afford to skip a day's work or cannot arrange to be in the school on time, as they live far away from the school and it takes them three hours to walk to the school. During the monsoon, attending becomes even more difficult for parents who live across a river or far away from the school, as roads are washed away or become impassable. Others fear fines and reprisals from the head teacher and teachers and so choose not to visit the school altogether.

In some cases, the parents may not have heard of the meeting at all. With the introduction of the PTP, information sharing has seen a modest improvement – especially on running education camps before examinations, vaccination drives, or seeking support for PTP or IGA projects. However, the PTP and SC were not effective in meeting parents' expectations for engagement. The reasons include limited parental awareness of the PTP and insufficient participation in decision making in the school. These are discussed in more detail in the following sections.

4.2.2   Parental awareness of PTP and SC

The positive relationship between the PTP and SC described in Section 4.1.3 resulted in the PTP gaining acceptance by the head teacher, teachers, and village leaders – as the PTP is viewed as a vehicle for SC plans, or as supporting the SC in carrying out their responsibilities. This is likely to have aided the PTP in carrying out their responsibilities effectively with little resistance from the community. However, in most schools, parents lack clarity about the PTP itself – several parents assume that PTP members are SC members. Others identify PTP members to be 'that group of people who follow-up on absenteeism', as this was the PTP's primary responsibility for the school. Parents who live far from schools or visit the school infrequently do not know about the PTP at all. The research team checked for knowledge of PTPs using different ways, for example using different names for the PTP that are

familiar within the local context, and by mentioning activities that PTPs are reported to have carried out in the community, yet parents still did not know what the PTP was. Unfortunately, this suggests that the PTP has not been successful in establishing itself as the main link between the teacher and the other parents with children in that class. It is also a missed opportunity for PTPs to establish themselves as representatives of parents and independent of the school and village authority. In the one school where parents engaged with their PTP members frequently, they report that the PTP's ability to speak to them in their dialect has improved communication between parents and the school.

In contrast to awareness about the PTP, parents across all schools knew of the SC and their roles. A few parents interviewed did not know their work at all or knew of the SC but not the specifics of their roles, indicating a failure of engagement. Overall, almost all parents and community leaders recognised the SC and identified outcomes of their work in detail.

Many parents perceive the SC as serving their interests, as the SC comprises and is selected by community members. It is unclear the extent to which this is an outcome of EQUIP-T, individual personalities on the SC, the community involvement in the SC selection process, the influence of the head teacher, or a combination of these factors. As a mother stated: 'Well, SC, their first role is to represent the parents because it's a committee with members from the community […] Therefore, the SC has the responsibility of collaborating with the teachers on behalf of the parents, for example, the academic progress of the pupils' (Female Parent FGD, School 5). This view of the SC – that it will connect parents and teachers – appears to be the result of a baseline of trust within relationships between parents and the SC. Parents feel that because the SC members are chosen and elected by them, they will accurately represent their views and interests. Parents expressed an appreciation that the SC follows up on teachers' progress, if they are teaching, and if their punishment of pupils is excessive. Overall, parents view the SC as an avenue to address challenges in the school and express concerns about teachers and practices at the school. A few parents described a lack of engagement due to the trust they place in the SC to represent their views:

> Currently we can say that we have a school committee and according to our traditional ways, we have left every decision to be passed by the school committee […] Our involvement in school activities has been low because we trusted much in school committee because we could see after the standard one pupils join the school, after few months you will find them able to read and write and so we felt like the school committee was working.

> (Male Parent IDI, School 2)

Some of the parents that choose not to engage with school meetings instead rely on the SC to both represent their views and deliver information. It is unclear the extent to which these relationships are related to the EQUIP-T training, or if they are built into the SC mandate to represent communities. As indicated later in this section, this trust does not always equate with satisfaction with the level of communication between the SC and community members.

4.2.3   Participation in school

PTP and IGA grants are a medium through which the PTP can reach out to parents, asking them for their support for school improvement and income-generating plans, and for their help in working together towards a concrete goal. In some schools, school improvement projects resulted in joint efforts, where the school and the parents worked together and demanded accountability and transparency from each other, thereby increasing trust and participation. In one school, the PTP recognises that they could not ask parents for money and labour for their project, without improved communication:

So, if you want to get contribution from a parent you need to give out more clarification with openness so that they can understand and support you. So that's why we believe that from the explanation we were giving them plus openness this is why we got support from them. So PTP have much been involved in this one.

(PTP FGD, School 4)

However, parents are not included in decision-making processes and are involved only once plans about school improvements are final, which suggests that parental involvement is nominal, and decisions are still made centrally by the head teacher and SC.

We have managed to involve parents in this class building, because when you look at this new classroom there have been contributions of cement, metal roofs so what was left was bricks and manpower. So, we told them that we have these things all that we need now is your manpower and contribution to pay the engineer, good thing is they responded positively. Also, we have another building in our school in which there is a milling machine inside which is from EQUIP-T programme and the parents have been able to provide their manpower in construction of the building for the milling machine.

(PTP IDI, School 1)

Figure 9: Ongoing construction activities in a sampled school

In some schools, sustained communication with parents who previously did not support the school or whose children were not attending school regularly has made a difference in parental participation and in changing parents' perception of the school.

Interviewer: Okay, as a parent do you feel that you have been engaged in school activities more in these years than past years?

Respondent: In the past years, the teacher was not engaging me because I was among [the] people who were going against school matters. The pupils have been failing all the years so there is no technique that he could use. So we would just [say to him directly] that 'there is nothing that you [the teacher] will do. Just leave us, give our children into marriage. You [the teacher] are just blocking us from getting the bridal price.' Then he was scared to talk to me but

after the PTP visiting me and talking to me that's why I'm telling you that we are in a different world. Our children are supposed to be educated as the world is going the change of weather, the limited land and the animals are dying. So, now we agree that at least if you have an educated child, the life will be better.

(Male parent IDI, School 3)

In other schools, this report finds that information continues to be shared through personal networks and may not reach everyone. Parents may hear of the school's activities incidentally from another parent, and report that teachers and SC representatives call only those who are close to them.

Overall, findings on parental participation are mixed. Concerted efforts from the PTP and SC have increased involvement in school improvement projects, and there are increased efforts to share information with parents. However, school improvement projects are still not collaborative, and parents still do not have a say in decision making. Parents who were left out of the loop as a result of living far away from the school or not attending meetings earlier continue to be left out of communication under new initiatives by the PTP and SC.

One school visited at endline provides an example of best practice of parental engagement in school improvement (see Box 5). This school shows that improving learning outcomes takes substantial effort and cooperation from all members of the school community – the SC, PTP, and parents – and rests finally on good leadership and persistent effort from the head teacher and WEO.

Box 5: Example of best practice of PTP–SC–school engagement

This school reported a dramatic increase in learning outcomes, especially for girls. At the beginning of the programme, the school identified the critical reasons for absenteeism and lack of pupil participation. The first was the lack of food in the school. To address this, the PTP, together with other members of the school, such as the teachers and school's leadership – the SC, head teacher and WEO – decided to reintroduce a school feeding programme. This required additional parental contribution, but the school also had to develop the parents' trust in the quality of the food – as pupils had previously fallen ill after eating at a school feast. After consultations and conversations, the school feeding programme received enough funds to feed Standard 7 pupils, who were spending long hours in the school to study for their exams. The PTP participated in this dialogue with parents but did not do this alone as the head teacher, teachers, SC, and WEO all helped in gaining trust and support from the parents.

The second and more persistent problem in this school was that children, and especially girls, did not attend the school during the monsoon, when the river cut the village off from the school. This situation is not unusual, and almost all the schools visited for this study faced similar problems. However, with the WEO and head teacher's support the staff office was converted into a hostel. Teachers agreed to teach their pupils beyond regular school hours, and were given incentives for doing so. After building the hostel, the school, PTP, and SC persuaded parents that it was safe for their children to stay on school premises. At the end of the year, improved test scores increased the parents' motivation and interest in their children's education. Distinct from other schools visited for the qualitative study, this school was an example of success in PTP, SC, and school engagement.

In this case, the school's success was due to the effort and leadership from an influential head teacher and WEO. However, this would not have been possible without EQUIP-T's contribution – both the PTP and IGA grants that contributed to meals and building the hostel and an impetus – by way of the PTP parent members engagement in bringing about a positive change in the school.

4.2.4   Parental involvement in pupil absenteeism

The schools' head teachers and teachers report pupil absenteeism as one of their biggest challenges at endline. The quantitative endline (OPM, 2019a) found that the number of head teachers reporting

taking action to increase pupil attendance in the previous school year had risen significantly from midline to endline, from 17% to 45%. The quantitative endline report also found that the most common action taken by PTPs to improve education in the last school year (at the time of the study) was to improve pupil attendance and punctuality. At endline, 46% of PTPs took such action. However, the quantitative study found that levels of pupil attendance did not improve over the same period, and at the time of the quantitative endline survey pupil absenteeism was still high, at 28%.

This report also finds that PTPs believe they play an important role in improving communication with parents whose children have been absent, and the head teachers appreciate the role the PTP parent members play in increasing awareness of the importance of schooling and in visiting parents whose children have been absent to convince them of the importance of school attendance. PTP members say they take pride in pupils doing well, and that this motivation drives their work in the school and raising awareness about the importance of schooling amongst the parent community.

> Because each class has been handed over to a member who acts as a guardian. As a guardian makes sure to watch over his/her class and be aware of who is troublesome, and since these members come from the community they can easily talk to the parent and ask him/her why is it your child doesn't like school? Do you want us to report you to the village executive officer or take you somewhere else? So, it is easy for the parent to change, another person would have used so much energy.

(Head teacher IDI, School 1)

Conversely, parents report the school's response to pupil absenteeism as their biggest challenge with the school. They do not corroborate findings on receiving support or encouragement from the PTP to increase attendance. Interviews and discussions with all respondents revealed a tension between the school, community, and village authority about fines levied against parents whose children were absent.[24] The head teacher and teachers view this as a necessary measure to reduce absenteeism and penalise defaulting parents, but parents report that it is unfair that they have to pay significant fines, often without being consulted or given a chance to explain themselves.

Parents report that pupil absenteeism is largely affected by adverse weather – especially during the monsoon, when roads become difficult to cross. Wild animals also pose a threat to pupils. Other reasons include the lack of financial means, resulting in poor health, children feeling weak or unwell, and children having to assist the family to support its income. Parents also report fear of corporal punishment as a driver of absenteeism.

> I think the punishments are too much, let me just be honest, which make pupils refuse going to school, at the ministry they said only two sticks, but for us farmers we punish our cows better when they are helping us to dig land compared to how the teachers punish pupils there. And we see them until you feel sorry how pupils are being whipped, that causes pupils' absenteeism. They will not go back to school the next day.

(Male parents FGD, School 6)

Addressing pupil absenteeism was also cited across all schools as a responsibility and area of impact for the SC. SC members, head teachers, PTP members, and parents all report that SC members follow up with parents when pupils are absent or living in vulnerable environments. SC members describe speaking to parents about the progress and attendance of pupils as an important function of their role, and described these responsibilities as being reinforced through EQUIP-T training. When there is an

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[24] Fines are decided and enforced during village assembly meetings.

issue with absenteeism, the head teacher reports it to the SC, and they follow up, and parents are aware of this process. An SC member said:

> So, if a pupil is missing school, we call their parents and talk to them about their child's absenteeism problem. If we feel like they are not taking any measures on their child's absenteeism, we report to the village executive leaders, who charge them fines and those fines goes into the income of the village.

> (SC FGD, School 2)

PTPs and SCs frame this endeavour as communication-driven: they seek information from parents, and act as a mediator between parents and the school. Respondents also describe communication between SC and parents as education-oriented, with SC members trying to sensitise parents to the importance of education. PTP and SC members report their goals as including keeping children in school and increasing learning outcomes through more regular attendance.

Joint efforts from PTP and SC outreach activities have increased awareness but have had a limited influence on absenteeism. Increased communication alone is unlikely to address systemic issues of geographical distance, poverty, and dissatisfaction with the punishment meted out against the children, which are the drivers of absenteeism. In some cases, the SC seems to be supporting efforts to levy fines in a bid to increase attendance. Unfortunately, this has had a contrary effect on parents and has driven parents to mistrust the school further rather than improve participation.

4.2.5 Holding the school accountable

The PTP and SC say that they have engaged parents in reviewing their children's homework or supporting the SC in holding teachers accountable; however, parents do not feel comfortable visiting the school uninvited, let alone holding teachers accountable. The SCs also offer a formal avenue for parents to follow up on concerns they do not individually feel comfortable taking forward with the school. It is unclear if this can be credited to EQUIP-T, but SC members did indicate that training helped make them more aware of the importance of this responsibility.

In one school, the PTP encouraged the parents to increase their involvement in their child's education by checking their schoolbooks to see if they had done anything in school that day and if not, to get involved with the PTP in holding teachers accountable. The quotes below compare interviews with PTP members (parents and teachers) who think parents take on this role, with responses from parent groups who do not feel empowered to hold teachers accountable.

> As PTP members, we have been good inspectors of pupils' education. For example, we normally advise parents to have a look at what the pupils have learned in school for that day and make follow-ups on his or her academic performance at the end of each semester. Through this, you can identify pupils who don't know how to read and write as well as absentee pupils.

> (PTP parents IDI, School 6)

> There are parents and the PTP members who enter the classes to monitor the pupils' academic progress as well as finding out the pupils' examination results.

> (PTP teacher IDI, School 6)

Despite this positive view from PTP members, other parents still feel held back by fear of reprisal. The PTP's efforts appear to have been less effective in addressing deep-seated fears or mistrust that some parents feel towards the school. Parents continue to be afraid to approach the teachers:

> Yes, they should not be aggressive so that parents will feel comfortable to go even when they have problems they will be comfortable to go and share with the teachers. If they are aggressive, we will be scared to go, we will not go.

> (Female parents FGD, School 6)

> Dear leader, you cannot advise another parent that let's go visit the school, visiting the school depends on the information provided by the teachers. When the pupils are at school they will be given letters maybe to take to their parents, when you read it you will find that you are needed at school. It's not an easy thing to just come to visit the school, to be honest.

> (Male parents FGD, School 6)

The SC has more authority in the school than the PTP or parents to ensure teachers are fulfilling their duties and to conduct checks on teaching. Following up on academic progress is described by SC members as central to the SC role, which involves following up on teacher and pupil progress. As an SC member said: 'The role of the SC is to manage the school progress such as making sure that pupils are attending school, making sure that teachers are teaching properly and making sure that the school performance is going high' (SC FGD, School 1). To monitor and encourage progress, members describe coordinating with teachers and encouraging pupils. Additionally, SC members address any teacher-related concerns that parents may have. Parents view the SC as their avenue to providing feedback to teachers. As a mother stated:

> Yes, they can, for example maybe a pupil comes home and every day you inspect their exercise books you find that they have not written, maybe five days in a row […] I will go to the chairperson of the SC. I will explain that pupils are not studying, my son/daughter goes to school but nothing. He will ask me if I have followed up, I will tell him 'I have' and even the school attendance proves that but in his exercise book he is not writing anything […] the SC chairperson will call for parents meeting we have that ability of holding them accountable.

> (Female Parent FGD, School 5)

4.3 Stakeholder feedback on the programme

Feedback from all stakeholders – from the head teacher and WEO, to SC and PTP parent and teacher members – calls for allowances to support attendance and time spent at training, meetings, and conducting outreach work. SC and PTP members also call for greater time spent on training them about their roles and more content provided to them to increase their awareness. The following two subsections explain this in greater detail.

4.3.1 Allowances for training, meetings, and activities

The lack of allowances for PTP and SC members emerged as a challenge in implementing training across every sampled school. Almost all head teachers and WEOs discussed challenges with a lack of budgeted allowances and refreshments for training sessions and meetings. One head teacher said: 'The challenges were that sometimes just when the members get here, they start asking for allowance

and there are those that say if you don't have money, I'm just going to leave I can't be here for two days without getting anything' (Head teacher IDI, School 1).

PTP and SC members expect explicit communication from the school about what they can expect as a compensation for their time and effort. PTP parent members want the school and WEO to acknowledge the time, effort, and opportunity cost for them when they participate in school activities. Due to the lack of incentives, SC members in some schools chose not to return for the second day of training. Head teacher and WEOs report that some SC members exhibited demotivation during training, and sometimes this sentiment carried over into regular SC meetings.

In some schools, head teachers developed different solutions to dealing with this challenge, such as using the capitation grant, other school funds, or their own money to provide at least refreshments for SC and PTP members. One head teacher described the following approach:

> We provided them with food and so on, because you want the parents to participate. As the head teacher, I get capitation grant each month and in the school we conduct these meetings maybe twice, so to take TZS 5,000 and buy them some sodas – it makes them feel that I value them.

> (Head teacher IDI, School 3)

Previous government allowances and programmes may have also created expectations, and the lack of communication about the changes in these policies leads to a lack of trust and support between the parents and the school. WEOs and head teachers suggested that future programmes must address these challenges by earmarking funds to be provided to SC and PTP members during training.

4.3.2   Training time and content

PTP and SC members felt there was insufficient time in training to cover some of the skills they need to develop, especially in relation to supervision and handling finances and expenses for the school. The one or two days budgeted for training appear sufficient to cover roles and responsibilities, but not the additional skills that members wanted to receive training on. Some head teachers also thought the time in general was insufficient:

> I can say that what I didn't enjoy was the time was too limited and those things you need to have enough time so that you can well understand all things [...] The WEO who has received all the training came with the pamphlets, and we had a two to three days training. But the challenge is that they do not get too deep.

> (Head teacher IDI, School 1)

Other respondents said that they would have liked several members to be trained by EQUIP-T directly. This way, the responsibility of passing down the training could be shared amongst several members, especially when new members were recruited. Therefore, as mentioned with other EQUIP-T training in Section 4.1, respondents felt that more time was needed for training to facilitate a more in-depth understanding of the materials; they felt there should be a training session at least once a year to ensure the information stays fresh in their minds.

4.3.3   Sharing best practice

PTP and SC members said that they would like to share best practices and challenges with other schools and committees so that they could learn from one another's experience. PTP members also

recommend being more engaged in the training to share their experiences as trainers rather than just as recipients of the programme. Respondents expect that these meetings would be organised by EQUIP-T or the government. A head teacher suggested that EQUIP-T could develop best practice in schools which had engaged communities and then use them as examples when scaling up the programme.

> In my opinion I think that the people that designed EQUIP-T project have done a good job and for the schools that are serious on what they are doing they have benefited from it. But for the ones that just went for the training allowances then they could view the project as not beneficial. So my request is that if there is another project on the way then they should find example schools and not cover a big area then use a lot of resources with little results, so they should do as they did in the beginning that is they started with 6 regions I think and they scaled up so within these regions they should find school as samples and if these schools are able to achieve something then they would serve as an example and others could learn from them.

> (Head teacher IDI, School 3)

4.4 Sustainability: community engagement

This report finds that all schools lack a coherent plan to sustain the PTP activities, especially training and grants after support from EQUIP-T is withdrawn, which suggests a weakness in programme implementation. PTP members have varying levels of information about when and how the support from EQUIP-T will be withdrawn. Due to the lack of clear communication with all members and the absence of plans to ensure sustainability, the study finds that PTP responses veer towards hypothetical plans, or towards proposals of what they can or may do, rather than what they are certain they are doing to sustain activities in the school. As the SC was originated by the government, it was identified by the PTP, SC, and school as having more potential than the PTP at sustaining its structure and work.

4.4.1 Continuing activity by PTPs

PTP members report confidence in continuing their support towards school development, as the SC and SDPs have been institutionalised in the school by the government and they aspire to continue supporting this. They also report that their work of encouraging and improving pupils' attendance will have a sustained effect on the lives of the pupils, as their learning outcomes and subsequently prospects will improve as a result.

PTP members view the seed funding provided by the PTP and IGA grants as the first step towards continuing their school development activities. They aim to multiply their profits from the grants received and invest them back in the school. In schools where the IGA grants have led to a profit, the PTP aims to continue their work in subsequent years. Others plan to use the funds from other projects, such as 'Education for Self-Reliance', to continue their activities in the school.

> Personally, I think this money is being provided as a starting capital. This means that this capital should make a profit and from this profit other activities can continue to be executed. Even if you get a credit, it is not like you have been assisted but rather you need to get a profit and in case a credit stops you must not end there but rather use the profit to sustain yourself. This is all about making decisions in that you can decide to continue doing these activities without any problem.

> (PTP FGD, School 5)

4.4.2   The need for expert support

Experience with existing projects has taught the SC and PTP that they need to reach out for support from experts in the community to be able to sustain their work and succeed. One school recognises that after the end of the programme, they would continue to need support on what IGAs they should invest in or how to generate funds to continue existing activities, but would have to rely on the experts in the community for guidance. However, most PTPs visited for this study made an appeal for continued support from EQUIP-T and are uncertain of their future without it.

> We don't have any specific plan but what I think is that if we had support from EQUIP-T, we can perform better in these activities because if we work without involving EQUIP-T, we may not succeed much. So, EQUIP-T must support us so that we can do our work easily.
>
> (PTP IDI, School 2)

The PTPs lack confidence to carry on their work without the support of EQUIP-T because the PTP members have received significant direction from EQUIP-T about what they should do and have grown accustomed to following the guidelines set by EQUIP-T, rather than planning and executing their goals independently, as is illustrated in the quote below.

> First, I can say that SC is a government programme and it has always been here. However, PTP is from EQUIP program, if EQUIP-T ends then we will not be here anymore. Another thing is that even if PTP projects must go through SC, but all the projects are designed by EQUIP. The EQUIP goal is to improve education but it needs a partnership of parents and teachers, so PTP is implementing EQUIP policies and not SC's policies.
>
> (PTP FGD, School 3)

4.4.3   Sustained training

Continued training for new PTP and SC members appear to be the least sustainable part of the programme, due to the lack of time, initiative, and funds to train members. New PTP parent members interviewed at endline have not been trained. Whilst SC training led to increased understanding of roles, due to turnover and a lack of sustained training, new SC members expressed limited knowledge about the SC's roles. Any information shared about responsibilities is done briefly and informally during meetings. As an SC member stated: 'The very first batch of SC, we went for a training. And now two batches have passed they have never gone for any training that's why when you ask them about the roles of SC some of them remain silent' (SC FGD, School 3). SC members have called for continued training, as they were helpful and helped them. We 'realise our roles and responsibilities as SC and also as parents, especially to follow up and supervise academic progress' (SC FGD, School 2). The lack of clarity at the school level about who owns the responsibility to continue running training and incentivise new PTP and SC members further compromises the continuity of training.[25]

> Well, even if the EQUIP-T stops supporting us, that cannot be the end of our training, that cannot be the end of PTP or SC. I will make sure there is sustainability in every aspects, for example as soon as the SC or PTP expires we conduct election, and just after the new

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[25] The EQUIP-T MA explained that either PO-RALG or the Agency for the Development of Education Management has the responsibility to continue training for SCs. PO-RALG has committed to sustain community involvement, and the Agency for the Development of Education Management has prepared a national SDP guide, with a topic focusing on SCs.

members have been selected as the WEO I will make sure they receive such trainings, therefore there would be sustainability.

(WEO IDI, School 2)

All but one WEO reported that they would take on responsibility for training new members. However, when probed about plans and support systems to do so, they reveal a concern about the lack of resources to run training sessions. Given this evidence, it seems unlikely that the PTP would continue its work once all the existing members of the school (and their children) have graduated from the school.

4.5 Conclusions

The concluding section responds to the key research questions for the community engagement component. It finds that the PTP and SC have increased parental involvement in the school's activities. PTP parent members are now involved in school development and outreach activities. However, it finds that PTP parent members are not always involved in making decisions on what school development activities the school should prioritise or how PTP (or IGA) grants ought to be spent. Through the PTP and SC communication with parents, financial and in-kind support to the school has increased, as has sensitisation about pupil absenteeism; however, the PTP and SC have not always been successful in improving dialogue between the school and parents about what parents consider challenges to pupil absenteeism or parent participation. This may be a result of the limited training the PTP and SC received and the programme's inability to change existing, entrenched relationships between the school and parents in a short span of time.

What is the relationship between the school and community? What has contributed to this relationship?

The relationship between the school and community has shown slow signs of improvement through cooperation and support towards the school's development. Given the recent fee-free policy, and the burgeoning pressure on the school to accommodate more pupils, the PTP has played an important role in ensuring that parents support the school with resources and time to improve school infrastructure. Despite the concerted efforts of the PTP and SC in improving pupil attendance, this report finds limited evidence of improved attendance. Although successful PTPs have elected members, held meetings, and spent grants as per plan, they have been less successful in engaging with parents who do not otherwise engage with the school. For parents who are not engaged by the school, their relationship continues to be strained.

What is the perceived impact of PTP, PTP grants, the SC training and IGA? How did the school and community work together to spend the PTP grants and the IGAs? What has been their experience of planning for and spending these grants?

Across schools, there was a favourable impression of the PTP and IGA grants as bringing development to the school. Parents, head teachers, PTP, and SC members viewed the initiatives positively, except for one school, which believed that the IGA interfered with children's learning. The school and the SCs were described as leading the decision making on the use of the IGA grant and the PTP grant. In some schools, there was coordination with the PTP and parents during this decision-making process, which led to buy-in and uptake of the project. In other schools, the decision to spend the grant was communicated with the parents and community after it was made. As the PTP grants came with guidelines, this limited engagement in decision making can be attributed to the school following due process. In contrast to the limited involvement in decision making, many parents

reported being involved in the IGA projects, attending meetings held by the SC, and contributing labour and financial support to projects.

How did the school and community receive the EQUIP-T training?

Head teachers and WEOs received the SC and PTP training and report that they were provided with the requisite knowledge to train the PTP and SC members. However, training, especially for the PTP, did not take place as per the plan in most schools. Both PTP and SC engagement and attendance were impacted by conflicting work priorities and the distance between their homes and the school. The biggest challenge was the lack of funds to help parents attend the training – or for the school to adequately reimburse them for their travel time and the time spent attending. Therefore, PTP members were trained informally, and during other meetings when they happened to attend the schools. SC members report that they have received more substantial training than the PTP. It is not evident why there is a difference between how the two groups received their training, but as the SC was established in the school before the programme and the training served to be a reminder of their roles, it is likely to have made a greater impact on their understanding of their responsibilities. SC members and WEOs felt there was insufficient time to cover the necessary material during training. Additionally, a lack of allowances created barriers to participation in both training and general SC meetings.

How did the school and community work together to increase awareness of the PTP, and increase parental involvement and decision making regarding actions to improve education outcomes in the schools?

PTPs and parents have had limited success in holding teachers and head teachers accountable for teaching and learning outcomes. This in part is due to inadequate training, but to a larger degree is because of the limited powers and accountability the PTP or parents can exercise over the school. PTPs have also had limited success in sharing and responding to parents' needs and grievances with the school and WEO. It can be argued that to be able to fulfil these functions, parents need to be aware of the PTP and the PTP needs more time and resources to be established or to gain the same status of legitimacy as the SC, as parents currently approach the SC with their grievances first. The grants are reported to have had a more substantial role in improving learning outcomes because they have enabled schools to complete projects, such as building staff houses, which the PTP and SC believe will reduce teacher absenteeism, contribute towards pupils' welfare through cooked meals, sanitary napkins, and soap, and improve the school and classroom environment by repairing infrastructure such as desks, blackboards, roofs, and toilets.

What feedback do the school and PTP and SC members provide on the training and EQUIP-T interventions? What, in their opinion, should be retained and what should be changed?

The PTP and SC need resources to enable its members to engage in training and activities. Head teachers, WEOs, and PTP members expect the PTP to be compensated for the opportunity costs and their expenses. Doing so would also address the fact that the active PTP parent members tend to be chosen from those parents who are economically better off than the rest; those who live far from the school or cannot afford to miss a day of work are likely to be left out of school activities.

Finally, the PTPs and SCs lack any plans to ensure that their training will be sustained after EQUIP-T ends; therefore, the PTP is unlikely to be sustained as new members who lack information about their roles are elected into the group. Head teachers and WEOs who have strong leadership skills may continue the work that they have begun as a result of EQUIP-T, such as working with parents on IGA and improving facilities provided in the school; however, given the frequent transfer of staff, it is not evident how this can be sustained beyond a limited period after the programme ends.

5   Teacher in-service training

EQUIP-T implementation under component 1A targeted teacher performance, and in-service training was a central piece of this component's implementation. The in-service training aimed to improve teachers' confidence and skills, which in turn would improve pupil attendance, engagement, and learning. This chapter explores the perceived usefulness and outcomes of EQUIP-T in-service training, primarily from the teacher and head teachers' point of view. It also draws on the views of WEOs, parents, and community leaders to supplement findings.

The in-service training targeted all Standards 1 and 2 teachers and sometimes included other teachers. Training covered 13 modules on Kiswahili literacy; 13 modules on early grade numeracy; and gender-responsive pedagogy. The training included a mix of residential and school-based sessions. Training was also provided on the new Standard 1 and 2 curriculum introduced by the government in 2015, which focuses on the 3Rs, rather than a larger set of subjects.[26] Additionally, EQUIP-T implementation under this component involved the provision of TLMs for the lower standards, including 'big books', supplementary readers, teacher 'read-aloud' books, and literacy and numeracy teaching aid toolkits. For more information on the implementation of this component, see Section 2.2.

The quantitative endline report (OPM, 2019a) reveals that almost all Standard 1 and 2 teachers (98%) had attended EQUIP-T in-service training in 2016 or 2017. Amongst those who had, 71% had attended both away-from-school training and school-based training sessions, and 17% had only attended school-based sessions. The remaining 12% of teachers had only attended sessions away from school, which is a concern given that Standard 1 and 2 teachers are expected to attend all of the school-based sessions. Many early grade teachers are not regularly attending the EQUIP-T school-based in-service training. Amongst Standard 1 and 2 teachers who attended any school-based training in 2016–17, only 52% self-reported attending all of the sessions held by the school. This is a significant decline since midline, when 66% of teachers reported attending all school-based sessions.

The quantitative data also illustrates that there is wide variation in the implementation of the school-based training across programme schools (OPM, 2019a). The endline data shows that whilst schools should hold about 18 sessions per year, in 2017, 45% of schools held 15 or more school-based training sessions, with the rest holding fewer; however, the number of sessions held has increased since midline. These sessions last, on average, two hours, which is less than the stipulated three. The overwhelming majority of schools (97%) have an in-service coordinator, but turnover is very high.

This chapter will begin by presenting teachers' and head teachers' perceptions of how they used information from the training. The next section explores the challenges teachers face in their practice that limit the usefulness of what they have learned in the training. This is followed by evidence on the challenges in the implementation of this component that may have limited the effectiveness of the training. The chapter then analyses the sustainability of in-service training, and finally draws conclusions.

5.1   Usefulness of EQUIP-T in-service training

Teachers report that the in-service training has changed the way they prepare for the classroom – by planning for their lessons and developing TLMs. The training has converted teachers' behaviour and practice in the classroom, where teachers assess pupils understanding at the end of a class and prepare for the next class accordingly. The most significant change recorded by teachers is the way they manage the classroom. Teachers say that they are more aware of classroom seating and ensure

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[26] Training was rolled out across the country, but in EQUIP-T regions it was delivered using the EQUIP-T in-service model.

that classes are arranged so both boys and girls are engaged. They also use a range of participatory techniques, such as singing, group work, question-and-answer techniques, and story-telling, to keep large classes attentive and manageable. The rest of this section explores these themes in more depth.

It is important to frame the EQUIP-T programme within the wider education landscape in Tanzania, as contextual factors also influence the level of usefulness and uptake of in-service training. The Fee-Free Basic Education Policy was implemented by the government in December 2015. The MoEST released a circular that states that parents and guardians do not have to pay for education of their children from Standard 1 to Form 4.[27] This change in cost burden away from parents increased demand for basic education, and led to an influx in registration (MoEST, 2018). Class sizes, often cited by teachers as a challenge to using in-service training (see Section 5.2.2), have increased. The quantitative data illustrates that class sizes have grown considerably, with Standard 3 enrolment experiencing a 47% increase from baseline (60 pupils) to endline (88 pupils) (OPM, 2019a). There have been other changes within the classroom during this period as well. The quantitative data also shows increases in pupils coming from difficult economic circumstances (from 33% at baseline to 39% at endline), and pupils not speaking Kiswahili at home remains high, increasing slightly (from 77% at baseline to 80% at endline). The EQUIP-T programme is situated within these contextual factors, which shape the environment in which teachers decide which aspects of in-service training are useful and actionable in their classrooms.

Findings from this study show that many aspects of in-service training content, such as techniques of clapping, singing, and grouping students, appealed to teachers because they helped them to manage large classroom sizes and keep pupils engaged. Teachers provided specific, detailed accounts of the ways they used in-service training, and the benefits techniques have on the teaching–learning process. A number of skills – including lesson planning, self-made visual aids, and participatory pedagogic techniques – learned through in-service training appeared in interviews with a high consistency, suggesting that the modules in which these were taught particularly resonated with the teachers.

5.1.1   Lesson preparation

Many teachers pointed to the training on classroom preparation, and lesson planning in particular, as an area they found particularly helpful. It appears that more teachers now routinely engage in lesson planning or preparing visual aids ahead of class, although progress is limited by a number of factors, including a lack of previous exposure to such techniques and the high workload faced by many primary school teachers, which leaves them with little time to plan. Crucially, the interviews indicate that in-service training was successful not merely at compelling teachers to carry out lesson planning as a *pro forma* exercise, but went a step further, turning lesson planning into a tool for critically evaluating pedagogy. In the words of one teacher:

> When it comes to lesson planning [...], in the past, for us to test the level of understanding, we used to put question marks but for now we are told to make follow-ups whether a pupil has mastered a given topic. In the past for example we used to put it like this, 'have the questions been asked?' but today we do ask, 'has the pupil been able to answer the questions?' This means that the level of understanding from the pupil has to be evaluated by the teacher in class.

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[27] Government Circular Number 5 of 2015. The directive does not explicitly mention pre-primary, but the Education Sector Development Plan is clear that pre-primary is also free for pupils.

Teachers across the sample schools expressed similar examples, suggesting that lesson planning was an effective element of in-service training that resonated with them. Whilst teachers expressed satisfaction with lesson planning as a tool for transforming teaching practice, its use is also largely dependent on teachers' workload and the amount of time they are able to spend planning.

5.1.2   More inclusive practices

Training in gender-sensitive pedagogy is described by teachers as being particularly helpful in their classrooms. EQUIP-T training included a module on gender-responsive pedagogy, and in-service training appears to have played a notable role in gender-related changes at the school, both within and outside of the classroom, as discussed by many teachers.

Teachers integrated the gender training they received into how they teach in their classrooms. The appeal of gender-sensitive pedagogies appears to have led to a number of changes across sampled schools. A frequently quoted example relates to seating arrangements:

> When I enter into the class, I will look if my pupils are sitting by taking into consideration of gender, then when they are not seated like how they are supposed to, I will have to rearrange them again, as you can arrange the standard one pupils like this way today but tomorrow they will just change everything. So I will check if they are seated in gender balanced way.

(Teacher IDI, School 1)

As several teachers explained, by 'gender balanced way' in seating they mean breaking away from separating boys and girls. Teachers also aim for gender balance by attempting to no longer ask certain questions of boys only, but to encourage the entire class to respond to all questions posed. This awareness even extended to non-academic activities as well. After receiving training, one school described including girls in sports that previously were offered only for boys.

In some schools, the changes seem to have gone even further, impacting the division of work at school, as one teacher shared:

> Especially sweeping and mopping, they are considered to be girls' works, but here from the training we received that means those tasks can be done by any pupil, so class monitors will assigning them to both boys and girls.

(Teacher IDI, School 2)

Another area of improvement where teachers provided specific examples and claimed to use the techniques from training regularly was in addressing different learning levels amongst pupils within the same class. One teacher, for example, mentioned using repetition to help 'slow readers'. Another teacher described using streams within a class to separate out pupils at different performance levels and ensure a more individualised approach to their needs. Additionally, teachers described knowing not to move on to new material if pupils were confused, but rather to spend time re-teaching.

5.1.3   New teaching tools and approaches

Many teachers appreciated receiving training in creating teaching aids as it helps them address the gaps in the limited teaching materials available. What the teacher refers to as 'teaching and learning materials' are teaching aids produced by teachers themselves using available local resources (such

as using stones as counters for numeracy lessons). Some of the teachers also made explicit links between these self-made teaching aids and their use in support of participatory methods – another element of in-service training teachers report to have found particularly helpful. In most of the schools, the supply of textbooks by the government was insufficient to meet demand, given increasing class sizes. Some teachers cited using books provided by EQUIP-T to help them engage and motivate students in new ways; however, they did not provide additional explanations about why it was engaging.

Teachers referenced many techniques learned from in-service training as helpful for their teaching practice. These techniques include singing, group work, question-and-answer techniques, story-telling, and other participatory approaches; these were seen as very helpful in improving teaching, pupils' learning, and rapport development between teachers and pupils. Singing, which came up in over half of the teacher interviews, is a particularly popular technique with teachers. For some teachers, it is a medium to relay information as using group work and songs provided teachers with techniques to help pupils who have difficulty understanding and may need additional support. For others, singing is a class management tool: 'I find that some pupils making noise, perhaps the back benchers, I can introduce a song to draw their attention and after they enjoy a song we stop and I proceed on teaching, you find that their focus is now shifted from what they were doing to the topic' (Teacher IDI, School 2).

One reason why the EQUIP-T training was popular was because it gave teachers various solutions for managing large classrooms using techniques and teaching aids that required few resources and did not demand too much of their time. Teachers describe now having a range of techniques with the potential to engage pupils. Teachers describe making choices on which methods might be most suitable for a particular subject, class, and content matter. Some teachers found that group work, for example, was particularly difficult to use due to large class sizes. Other teachers cited group work as an important tool to identify challenges amongst pupils. One teacher said:

> If you have 40 pupils, you can split them into groups of five to eight pupils. After that you will give each group their question to discuss and after that each group will select one pupil to represent them. From there you will notice if there is a problem somewhere or where they have done the best and when there is a challenge other pupils add into that as well on this and that. You will notice that you have engaged so many pupils in a very short time.

> (Teacher IDI, School 3)

Therefore, depending on the size and constraints within a given classroom, group work is used by teachers to engage a large number of pupils in a way they cannot in plenary mode. As is the case with lesson planning and workload, however, the use of participatory techniques becomes more difficult in overcrowded classrooms, and a high workload discourages teachers from experimenting with a variety of methods. Additionally, in some classrooms, group work has not been effective because there is no room to move desks around, limiting the possibility for group formation. The success of this component of in-service training is therefore also closely tied to teaching conditions, particularly class sizes and the amount of time teachers are given to prepare and plan for their lessons.

5.1.4 Addressing mother-tongue challenges

Teachers in most schools identify pupils predominantly speaking their mother tongue during classes as one of their most significant challenges. As one teacher explained:

> Since we are in a community where there is little education, so many of the children have been affected by the mother language. It becomes a challenge when the teacher is using a Swahili

language especially in the lower classes. That's why those lower classes have to be taught by a teacher who either is born here and knows the language or a person who have been here for so long time so that will be able to cope with the children.

(Teacher IDI, School 3)

To overcome language barriers, teachers try to use mixed language in teaching or use pupils as peers to help each other. Often, the burden of teaching lower classes or addressing pupils who speak their mother tongue falls upon the few teachers who know the language, if the school has such teachers.

Teachers state that previously they had limited strategies for addressing language barriers. A few teachers describe in-service training as helping them effectively teach when language barriers are present, in ways they could not accomplish before training.

But concerning the mother language, the trainings are helpful because we have been taught that if the child is using the mother language you're supposed to talk to him/her most of the time in Swahili and ask her/him as many questions as possible with time he/she will start to speak Swahili and will not speak too much [mother tongue language].

(Teacher IDI, School 1)

Using group work and songs also provides teachers with techniques to help pupils who may not speak Kiswahili or draw on those pupils who have understood to help those who need additional support. The strategies used are described as encouraging pupils' language development skills. Teachers that discussed this challenge reported that training gave them the skills and confidence to teach pupils who use their mother tongue, thus improving learning outcomes. When asked why a teacher believed that the language challenge can be solved through the in-service training, a teacher responded: 'To insist the children to speak Swahili all the time and tell them that whoever will speak a native language, there will be A, B, C so that all the pupils should be able speak Swahili and this will help to improve their language' (Teacher IDI, School 1). In summary, across the sampled schools that described pupils speaking their mother tongue as a challenge in the classroom, the in-service training was described by some teachers as helpful at addressing this challenge. Whilst some teachers highlighted training as helpful, addressing language barriers is still identified as a challenge for schools.

5.1.5 EQUIP-T's videos

EQUIP-T's most recent format of in-service teacher training – using pre-recorded videos watched on tablets – was not amongst the salient themes that emerged from interviews. When teachers did make comments, these were generally critical of the videos' inability to cater to the schools' specific needs:

About the video modules that they have brought last time, the display of the tablet is too small and the voice is low, you will find that all teachers are looking into the tablet. It is good but challenging. Also the character/person that they have used to present these videos had a very small class but for us here who have a class of almost 200 pupils that is not real, it has been targeting the town schools. Here the teacher can't even find a space to step on.

(Teacher IDI, School 3)

5.1.6 Perceived improvements in learning outcomes

Teachers, head teachers, and WEOs describe the techniques gained from in-service training as leading to improvements in learning outcomes and the 3Rs. Teachers often pointed out that the

different methods they learned through in-service training helped them ensure more effective teaching of the 3Rs, something they believed was reflected in the falling numbers of pupils who failed to attain numeracy and literacy. This finding is consistent with the quantitative endline study, which found that the programme has had a positive impact on both literacy and numeracy skills for pupils in treatment schools, compared with pupils in control schools (OPM, 2019a). Some teachers reported that training helped them better identify pupils who were not proficient in the 3Rs, which in turn helped them teach pupils more effectively. Some teachers referred to training in phonics as helpful to teaching reading and writing, and to improved learning outcomes. Teachers, WEOs, and head teachers described the improvement in teaching leading to increased 3R skills amongst pupils because teachers were able to use a mix of methods and present information in new ways, leading to levels of increased understanding compared to before the training. As a head teacher stated:

> In the past we used to have many children who don't know the 3Rs, but after the teachers were taught on different teaching methods and actually after they applied the knowledge, there has been great success, and we have continued to make sure all pupils understand the 3Rs before joining Standard 3, that if the child does not know the 3Rs will not be allowed to move into next standards as from Standard 1 to 2 and 2 to 3.

(Head teacher IDI, School 2)

Training appeared to lead to an increased focus on the 3Rs within classrooms and schools, and this also reflects the 2015 change in the curriculum, which puts more focus on the 3Rs. Teachers and other respondents indicated that the new skills positively influenced learning. Additionally, a few teachers described growing in their understanding of their responsibilities due to training, including following up with absent pupils, in turn supporting pupils' learning.

Whilst the aim of the programme was to target Standard 1 and 2 teachers, the quantitative study showed a large spillover to teachers of upper grades, and the qualitative research corroborates that the training benefited the teaching of upper standard teachers, and therefore overall learning outcomes. Upper grade teachers reported that if they have a question on techniques, they ask teachers that have been trained. A WEO described this information sharing amongst teachers: 'It has changed because most of the time after I trained them I come to observe as they teach each other and the teachers that teach the higher classes sometimes come to the lower classes teacher and ask them for instructions for example, how to make tools' (WEO IDI, School 3). Thus, whilst the in-service training targeted lower grades, teachers have shared what they learned across the staff.

5.2 Challenges in using the in-service training

Whilst teachers found in-service training useful, they face a number of challenges that limit their ability to meaningfully utilise training, effectively teach, and improve learning outcomes. Some of these challenges are inevitably outside the scope of EQUIP-T's in-service training.

5.2.1 Teacher housing and geography

Teachers must contend with a lack of nearby teacher housing. They have to walk long distances to and from schools, impacting energy levels and motivation. Teachers in at least half of the schools discussed issues with teacher housing and walking long distances to work. As one teacher stated:

> There are so many challenges, such as pupils' absenteeism; and not having houses as home in the school environments as we are forced to stay away from school surroundings so when

you leave home until you get here, normally we don't get here on time and so sessions also will start late, this contributes to failure in accomplishing our goals.

(Teacher IDI, School 2)

When teachers in most schools discuss difficulties with infrastructure, they draw a clear connection between the lack of housing and unmet teaching goals. When teachers travel long distances, it affects their ability to arrive at school on time and remain energised throughout the day. Teachers describe the challenging work environment, coupled with this particular challenge, as decreasing their motivation, and this makes it harder to attend to pupil needs and reach learning goals.

Additionally, for a few schools, the challenge of distance is coupled with geographical barriers: 'But also poor infrastructure, there is a river that once there is rain you can't even cross if you were coming from town you will not be able to cross the river. You will even find that there are no houses for the teachers, for example we are 13 teachers and there are only four houses' (Teacher IDI, School 3).

5.2.2   Workload and class sizes

The high workload and overcrowded classes are two factors that teachers describe as leading to a lack of motivation and impacting their ability to meet teaching goals. Due to the high number of pupils in class, teachers are exhausted by the afternoon, affecting their motivation to teach.

Classes have too many pupils to use all the techniques given through in-service training, and teachers viewed the training as unable to address these challenges. A teacher stated:

There is a challenge of the number of pupils in the class but there are few classrooms as you will find that there are many pupils like 200 in a single class, so you can't work effectively there. The EQUIP-T people were recommending that a class should have 45 pupils that means I have almost 5 classes out of 200 pupils in a single class. So, I have taught five classes at once, [it would be difficult for all pupils to] understand me within 40 minutes.

(Teacher IDI, School 3)

Figure 10: Classrooms too small to accommodate rising pupil numbers
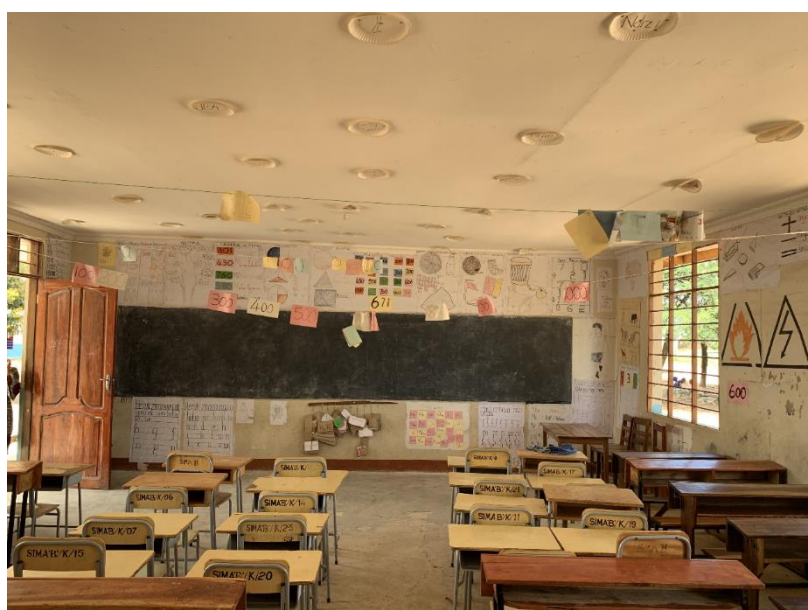
A few teachers said that training was not tailored to, and did not account for, these large class sizes. As in-service training did not account for this classroom reality, not all techniques could be used. Because whilst teachers said some of the methods were helpful for managing classes, they were ultimately designed to be used with fewer pupils.

Teachers in most schools discussed challenges with managing large classes, as well as a high volume of classes. As one teacher stated: 'It is workload, teaching children in many classes as I have said three classes, I find it difficult to divide that time so that I teach here and there […] so it becomes a challenge for me – you find sometimes I can't reach my goals' (Teacher IDI 1, School 2). The high volume of work is sometimes linked to a lack of enough teachers at the school, or generally a high enrolment of pupils – challenges that cannot be solved through training.

The assumptions made in the design of training – related to workload and class size – therefore did not reflect the realities that teachers encounter in their classrooms, thus limiting the usefulness of the teaching techniques suggested. One-on-one work with pupils and group work are especially challenging for teachers to implement, given the large classes. A teacher said: 'I won't lie to you, we fail the EQUIP-T with this – as one teacher I can't go around one child after the other. In every stream I have 100 or more children, when will I go and see if the child has been able to write well? By doing so 30 minutes will be over before even the starting the period' (Teacher IDI , School 4). Due to many pupils and limited time, teachers cannot make use of particular techniques learned in training.

Given the array of challenges (infrastructure, workload, and large classes), when asked which challenges training could help with, many teachers across schools said that in-service training could not solve these problems, whilst others said that training could help minimise them:

> It can only ease the teaching exercise to teachers in order to get to the targets, but it cannot completely solve the problem because you find that one teacher teaches about 10 subjects in different classes and you find that pupils are very many. This means that this challenge cannot be solved completely. This means that EQUIP-T has helped to minimise some challenges involved in teaching.

> (Teacher IDI, School 5)

Therefore, whilst in-service training helped teachers develop new skills, teachers still have to operate within larger constraints that were unaddressed through training and that EQUIP-T did not seek to address another way. Whilst certain structural challenges were described as impossible to address through training, some teachers called for trainers and the government to be aware of the reality of teaching constraints so that they could be addressed or, at a minimum, factored into training content.

5.2.3   Barriers to pupils' learning

The difficulties pupils face in their lives also represent challenges to the teaching–learning process that in-service training cannot help address; these include a lack of educational materials, insufficient family support, and absenteeism. As discussed in Section 5.1.4, pupils experience challenges with language in the classroom, leading to barriers between pupils and teachers, and between pupils and the material. The quantitative endline (OPM, 2019a) found that 80% of pupils do not speak Kiswahili at home. Many schools report that pupils face challenges and constraints on learning due to poverty, and pupils lack educational materials that should be provided by the family. A teacher stated: 'Another challenge for me is that some children lack some learning materials as some parents have a low awareness of the children's needs, so they don't respond to buying pens, pencils, and exercise books for their children; so, you find that a child is struggling in learning' (Teacher IDI, School 6). In almost every school, teachers discussed the challenge of parents lacking an awareness of the importance of

education or de-prioritising education, which in turn impacted pupils' resources and engagement. In schools where teachers reported a lack of parental or community awareness of the importance of education, they described pupils as being demotivated.

Pupil attendance and engagement is impacted by geographical and environmental restrictions. Pupils face barriers to attending school or completing homework due to work, domestic chores, or lack of food. Each of these factors leads to absenteeism or exhaustion for pupils, both of which impact their learning. Distance is a challenge that teachers and parents report impacts attendance, learning, and school completion. At a few of the sampled schools, conditions during the rainy season limit pupil attendance. As one father said:

> Sometimes the pupils' attendance to school becomes very difficult following the distance between the school and the places these pupils come from. The roads or the ways into which these pupils pass are very bad and endangering the pupils' lives. Along the gulley for example there are thick bushes, water and there are big snakes. Recently, for example these snakes have scared pupils much […] This has been one of the factors that have led to an increased absenteeism. Many pupils don't go to school because of this barrier.

> (Male Parents' FGD, School 2)

The issue of absenteeism and actions to address this are discussed further in Section 4.2.4.

These challenges, and sporadic pupil attendance, influence teachers' abilities to meet their teaching objectives with all pupils. These challenges go beyond what in-service training can tackle.

5.3   Implementation challenges with the in-service training model

The evidence reveals a number of implementation limitations, some due to flawed assumptions. EQUIP-T assumes that after attending training away from school, schools' in-service coordinators have the time to hold school-based training, and teachers have time to engage with this. Whilst training is often built into school meetings, teachers still deal with conflicting priorities and heavy workloads that make involvement difficult. Additionally, respondents felt that training sessions were rushed, and the material not always fully understood as a result. Respondents also felt that the implementation of all in-service training should formally include higher grade teachers. Tensions around allowances impacted teacher involvement in in-service training sessions. The findings from challenges faced in attending teacher trainings are discussed in greater detail below.

5.3.1   Attending training

Assumptions embedded in the in-service training model did not all hold in implementation; whilst the training depends on regularly scheduled training, respondents report challenges with balancing workload, with conflicting priorities, and with attending training. The training does not seem to take into consideration the constraints placed upon teachers, and the difficulty of incorporating school-based training into the day for teachers. Schools found it difficult to schedule these sessions without having to cancel classes or shorten the school day; this is related to teacher workload and the lack of time for professional development in teachers' schedules.

Teachers found it difficult to engage with the content given their work demands. In some schools visited, teachers were responsible for two, and in some cases even three, classes, making spare time for training an unlikely prospect. As a teacher stated: 'We find it difficult because we have tight school schedules as I said we are few teachers here so you find that teachers have so many sessions to

teach which requires much time so you cannot manage focusing on modules whilst you have a lot to do with class teaching' (Teacher IDI, School 2). Finding time to attend training posed a challenge for both in-service coordinators and teachers. Many schools described incorporating training into weekly meetings and said this was a way to ensure that training continued.

Whilst meetings are scheduled, the attendance of participants varies greatly due to work and scheduling:

> The big challenge is on time such that you might have prepared a training session at a given time, you find that another teacher still has some activities to do. This makes such a teacher not to attend the training in time or the teacher that was supposed to facilitate such a training might not be there in time.

(Teacher IDI, School 5)

Teachers, in-service coordinators, and WEOs all discussed challenges with teacher attendance at training sessions. WEOs reported that teachers would leave meetings early, or possibly not attend at all. As a WEO described: 'In the beginning there was a challenge of most teachers saying they have an emergency and leave the meeting because the presentation was done at the end of the meeting, so I told them that the in-service training teacher will start first then they will continue with other issues' (WEO IDI, School 3). Teachers reported wanting to consistently participate, but conflicting tasks and priorities sometimes precluded them from doing so.

5.3.2   Access to professional trainers

At almost every sampled school, teachers discussed difficulties with the EQUIP-T model of training, which often in practice relies on one in-service coordinator to pass training to teachers at schools. Having only one in-service coordinator trained in each school created difficulties with transferring information amongst teachers. One teacher said: 'When they invite us for train[ing], someone else may be appointed to attend and when he comes back, he might not share what he had been trained on because of shortage of time' (Teacher IDI, School 2). This sentiment was echoed at other schools as well; in instances where in-service coordinators are not sharing information, this is due to insufficient time. Some teachers recommended that EQUIP-T train more teachers in response to this challenge:

> It could be good if all the teachers would attend the trainings. If it is possible not necessarily that they come here, they can arrange the trainings on June or December [during school holidays] the teachers of relevant classes can even be taken to [anonymised location] maybe for the training then we will become experts. These trainings of one teacher attending then coming back to train others there are some challenges.

(Teacher IDI, School 4)

Teachers believed that if more teachers were trained, there would be a greater spread of information amongst teachers, enabling more consistent knowledge sharing. It would also enable learning to be shared amongst teachers of lower and higher classes.

Teachers appear to have a significant preference for residential training away from school and are less enthusiastic about in-school sessions, which are implemented less consistently and often conflict with the school's schedule. In-school training is seen as inferior to residential training due to the teachers' perception that in-school trainers are less qualified than external trainers. Additionally, whilst provisions are made for the teacher to leave and attend out-of-school training, in-school training is

held on top of the teaching schedule, a factor that impacts teacher enthusiasm. Teachers either need to stay after classes, or in a few schools, the head teachers let pupils go home early to make time for training, which therefore interrupts teaching. The financial incentive involved with out-of-school training plays a role in the weighting teachers give to the different types of training, as there is a lack of financial incentives for participation (see Section 5.3.6).

5.3.3   Duration of training

Respondents felt that both school-based and away-from-school training was often rushed and more time was needed to cover the material. Teachers felt that the training was helpful but could benefit from lengthened and more action-oriented sessions.

> No, the modules are important, but they should be spending much time also on training us rather than hurrying to believe that we will learn more when discussing modules. For example, I give a book to a child and quick brief then I tell her go and read it by yourself. And then I gave another child the same book but I spend quality time in training her. For me, I don't think the two will extract the same knowledge, the one who had been well trained will understand better than the so-called self-trained.

(Teacher IDI, School 2)

Whilst teachers discussed lack of time as a limitation on school-based training, respondents who attended the away-from-school training described this as too short to cover all the material presented and wanted longer sessions. The short length influenced their confidence in passing along lessons to teachers during school-based sessions. As some teachers indicated, it takes time to change ingrained teaching practices, and the time involved with this should not be underestimated or left unaccounted for. A teacher who was responsible for training colleagues, when describing what EQUIP-T could do differently with the training, stated: 'The things that I would deal with is the issue of time. For example, you may have one or two days to get training about the modules […] Both inside and outside training, there should be enough training time for the training because the modules have many good things' (Teacher IDI, School 4). Teachers would like to receive more training time because they believe the training was helpful and deserved additional time so that more detailed explanations could be given.

5.3.4   Wider participation

The need for more hands-on and more involved use of the training materials and lessons is echoed in other respondents' descriptions of away-from-school training limitations. Teachers highlighted the need to make training sessions more participatory in order to enable the exchange of experiences and insights amongst the participants themselves, rather than merely between the trainers and the participants: 'First of all, there were limitations in the EQUIP-T training whereby we were separated in zones so you would find that there is a slim chance to exchange experiences as there are just the same people around you have been used to' (Teacher IDI, School 2). Such criticisms were usually expressed in the context of suggesting changes for future programmes, rather than criticising previous sessions.

Some respondents felt that teachers from upper grades should be added to the training programme, both school-based and away from school, to increase impact and ensure proper training coverage across the school. EQUIP-T does encourage this for school-based sessions, and the quantitative study found that there had been spill-over to teachers from higher grades in both school-based and away-from-school training. A few teachers and WEOs said that including these teachers would be

helpful, so that more teachers could participate, and the positive effects could be felt throughout the school. As one teacher explained:

> I would advise more teachers to participate as well as head teachers. This is because in some areas you find that these trainings are in school, but teachers are not participating. Given the fact that EQUIP-T bases on the lower classes, you find that teachers who teach in upper classes have no morale to follow up what is going on. Personally, I would therefore advise that it doesn't matter whether these teachers are from lower classes or upper classes, they should receive these trainings.

(Teacher IDI, School 6)

Teachers who teach lower grades but also sometimes upper grades believe that incorporating upper grade teachers could lead to improvements in different subjects, as well as boosting morale and skills. Whilst some respondents called for upper grade teachers to be formally integrated in training, other teachers reported sharing lessons informally across lower and upper grade teachers. The quantitative endline (OPM, 2019a) found that there is a large spill-over of training to upper grade teachers, with 41% of teachers who have attended EQUIP-T training away from school since baseline and 39% of teachers attending school-based in-service training sessions not teaching Standards 1 to 3.

5.3.5   Training materials and TLMs

Insufficient literacy and numeracy training modules for school-based training impacted how teachers engaged with the material. A teacher emphasised that when the coordinator facilitates, there should be enough modules for participants: 'The teaching materials that we received were the modules even though they were few, you find a school like this had 40 teachers and you would be given four modules which was a challenge' (Teacher IDI, School 4). A few teachers reported that the low number of modules limits how many teachers can engage with them at a single time, and creates setbacks in teachers using the techniques. A WEO observed:

> But also, those teachers who are being trained it will be nice if they will get tools, it's not like they're not there – they do have books. But they might come with tools which are not enough to cover all the teachers, for example if you have thirteen teachers and you have five books of course they share and sit in groups its part of helping this problem, but I think they should get enough teaching tools after the training.

(WEO IDI, School 6)

Figure 11: TLMs used in schools

Teachers believe training would be more impactful if TLMs and government-provided materials were given at the same time as the training so that they could immediately put the training content into practice. Whilst teachers found the training helpful, there is a shortage of teaching materials for teachers to put into practice what they have learned. The quantitative endline (OPM 2019a) found that whilst the TLMs provided by EQUIP-T generally reached schools, not all schools received all the materials. Overall, 97% of schools report receiving 'big books' since baseline, 90% report receiving literacy toolkits, and 88% report receiving supplementary readers. However, only 71% of schools report receiving the numeracy toolkits and only 36% of schools say they have received the teacher 'read-aloud' books.

Teachers described curriculums given with training, but described books as arriving months later than planned. The *kiada*[28] books, supplied by the government, were described by multiple teachers as an important teaching tool but one that was difficult to obtain for teaching. The shortage of teaching materials puts pressure on teachers to either pay for their own materials or teach without resources. Delays in obtaining TLMs holds teachers back from advancing through the curriculum at the pace they want with their classes.

> At the beginning, we had no books but now EQUIP-T has given us so many books, even though they come late but we have some books. Books support us to address those challenges that pupils have something to read. However, the current challenge is this delay of supplying books. For example, we received books in April 2019, you see that from January to April we had no books, this makes teaching a challenging task. But also, though they have been providing books, still we need more books we are yet to have enough books, for example, we don't have books for Standard 5, and some books for some particular subjects in other classes.

> (Teacher IDI, School 6)

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[28] Official recommended books to be used in teaching as per the government teaching curriculum. These are supplied by the Tanzania Institute of Education (TIE).

The lack of books seemed to disrupt teachers' expectations of having these books support their teaching after they had been trained and delay the use of certain teaching methodologies.

When asked what teachers would change about the training, some suggested that TLMs should be given at the time of training and enough materials should be given to all teachers. The quantitative endline report (OPM 2019a) shows that the use of EQUIP-T-provided TLMs in the classrooms is limited. The 'big books' or 'read-aloud' books were used in only 4% of Kiswahili lessons observed, with a similarly low level at midline. In 40% of maths lessons observed, no maths learning materials were used by any of the pupils. In the very few Kiswahili lessons observed where the supplementary readers were available in the classroom, none of the pupils read them during the lesson. Given that teachers are rarely using the materials provided by EQUIP-T, the challenge appears to be more related to the government-issued learning materials.

5.3.6   Allowances

Financial considerations have played a role in teachers' motivation to attend school-based training sessions. This is similar to findings on PTP and SC members' expectations to be reimbursed for the expenses incurred in attending, which is discussed in Section 4.3. For school-based training, participants expected an allowance or, at minimum, refreshments; head teachers feel that it is unfair to ask teachers to stay after school without providing refreshments. As one head teacher said:

> Now when we came back to school to prepare the timetable in order to deliver these trainings to our fellows it was so challenging to us because they said we attended the meeting and we were given food and allowances but as for us we are getting nothing. So, when we were attending these training we were discussing all of us three [the head teacher, WEO, and teacher] that we should spend the allowance in buying water for our fellows there back to school when we deliver these trainings to them as well which made our teachers happy.

> (Head teacher IDI, School 4)

Head teachers met teachers' expectations of incentives by using their own funds and budgets to provide refreshments to teachers. According to respondents, challenges emerging from a perceived lack of incentive had to be resolved by EQUIP-T and head teachers. As one teacher stated:

> In the beginning it was difficult to present the trainings to other teachers because they perceived them different and they thought we received per diem while they were just at school and then we retrain them without offering them any sitting allowance. So, they also wish to get some kind of allowance […] but later on EQUIP-T in collaboration with the head teacher were able to explain it to the teachers they understood. This challenge was facing all the schools in the district but later on after they were educated by EQUIP-T in collaboration with the head teacher they understood, and that challenge is now settled.

> (Teacher IDI, School 5)

Teachers who attended away-from-school training had to navigate tensions with other teachers, who resented the fact that they had received allowances whilst teachers are offered none for school-based training. They were often seen by colleagues as benefiting financially, making it harder for these teachers to cascade the knowledge and skills acquired at the training, since their colleagues were not similarly compensated. In at least half of the sampled schools, in-service coordinators faced these difficulties, impacting the level of engagement of teachers with the school-based training. A teacher said:

> For the school-based trainings, the teachers' response on those trainings is not so high because they don't use trainings in a very positive way as [they] say that you have attended the training and received allowances but when you come here, they don't get any allowance. So sometimes you have to use that TZS 25,000 you have got from the trainings to buy drinks.
>
> (Teacher IDI, School 3)

The tensions posed by allowances impacted the smooth implementation of the school-based training. A few respondents suggested that to address this challenge, the government and EQUIP-T should consider factoring in an allowance for at least refreshments for in-service training so that teachers will be motivated to attend. At the same time, the teachers who were given the opportunity to attend training away from school also reported that the financial compensation was insufficient:

> Another thing which appeared as a challenge is related to costs. You find that some people are coming from far and still they are getting low amount of money as allowances. In some cases, the money was not enough even to pay for transport costs. For example, they called people to attend training at [XXX] from [YYY] but from [YYY] to [XXX] the cost is about TZS 15,000 or TZS 14,000 but you are paid about TZS 40,000 so if you consider go and return costs you find that you have used all the money.
>
> (Teacher IDI, School 3)

Despite these concerns, teachers who attended training outside their school were enthusiastic about their experience and expressed a desire for more training in the future. They said that although challenges were present, the usefulness of the lessons, and the impact they have had on their classroom teaching, proved the value of the training.

5.4   The sustainability of the in-service training

5.4.1   Teacher-level practice

This report finds that teachers have sustained and expect to continue the techniques and lessons gained during in-service training that they find useful. Teachers report seeing the impact that the techniques have had on pupils' understanding, and therefore they will continue to utilise them. As a teacher explained: 'I will continue to use all of them […] They are successful […] The successes are such as confidence in the teacher and pupils' (Teacher IDI, School 1). The language of 'success' is used by many teachers to describe what drives them forward in sustaining the lessons they have learned during in-service training.

Additionally, head teachers and teachers explain that now techniques are embedded in their teaching, so they will naturally continue to use them at an individual level in their classrooms. A teacher stated: 'We will continue because it is a programme that we have already established as we have seen success and there are some materials that we still have that can continue to support us to sustain the training' (Teacher IDI, School 6). When asked about sustainability, head teachers and teachers across the sampled schools explained that with skills gained and practices established, the benefits of the training would continue. Teachers self-select the techniques that they find have utility in the classroom and continue with those practices. As one teacher stated:

> Yes, I would continue using these techniques and each one of them has a specific time to be used. There are some techniques that we don't use because of the nature of the class which

has 150 pupils, for example '*jozisha*' (dividing class in small groups) technique the class will be full of noise instead of the class to continue will be just a waste of time.

(Teacher IDI, School 3)

Therefore, teachers continue to use only those practices that serve the teaching–learning experience, within the given constraints on their classrooms.

5.4.2   School-level factors

At the school level, the head teacher's support for training, and integration of training and support into established meetings, are factors identified by respondents as ensuring the continuation of school-based training and its related benefits. A WEO described the importance of leadership in this process, explaining that the head teacher needs to incorporate training into their vision for the school for the training to continue.

Encouragingly, this study finds that head teachers and teachers report successfully integrating the in-service training into their meeting schedules either weekly, fortnightly, or at a minimum, once a month. When discussing sustainability, a head teacher stated: 'They will still be there because we still have the training in our school every Friday, we exchange our experiences, and this is something ongoing as well as there is a community for the head teachers.' (Head teacher IDI, School 1). Across schools, many respondents cited this exchange of experience as a way to continue skills development and sustain teachers' learning. Head teachers in a few schools describe teachers who have been trained sharing their experiences with new teachers or those who have not yet been trained. If modules are particularly difficult, teachers spend a few sessions discussing them.

Head teachers and teachers appear to invest time in ensuring that the in-service lessons are spread to all teachers to ensure the continuation of lessons learned in the school. Teachers feel this process will continue over time with new teachers that arrive as a result of teacher turnover or transfer: 'When the teacher arrives, they will be given instructions, so she will be directed to follow the procedure or strategies we have here. And I believe they will cope as we did, so if we meet once a week or a month they will also attend' (Teacher IDI, School 5). Training all teachers also appears to be a strategy to deal with difficulties associated with teachers being transferred. As a head teacher said:

> Teachers have been well-trained, and at the first, only the Standard 1 and 2 teachers were being trained in 3Rs, but through the trainings at the school level (cascade) almost all the teachers we now know how to teach 3Rs. Therefore, even if the Standard 1 and 2 teachers have been transferred or retired, still we can teach 3Rs.

(Head teacher IDI, School 2)

Whilst some respondents feel the time spent in school-based training helps manage the difficulties of teacher transfers, other respondents view teacher turnover as a barrier to sustaining training and teaching practice in school. The quantitative endline (OPM 2019a) showed that teacher turnover is very high in the EQUIP-T schools, including for in-service coordinators, who are central to the model. As one teacher stated:

> EQUIP-T has come to an end but if there will be another project, the issue of 3Rs for pupils, maybe it will be great if the training will continue because the teachers who received the trainings might be transferred. Not all of them will continue to be around. I might have received the training but what if I decide to ask for transfer to another school, which means the base that

I already set for the pupils, will be for nothing. Yes, other teachers will be trained here at school but they won't be like the teachers who attended actual trainings.

(Teacher IDI, School 5)

A distinction is made between teachers who are trained through away-from-school in-service training, and those that receive school-based training and informal support from teachers, reflecting the hierarchy of quality and usefulness of training felt by some respondents.

5.4.3 System-level support

Recognising the importance of the in-service coordinator

WEOs and head teachers consider the role of the in-service coordinator to be integral in sustaining in-service training at the school level, and in ensuring that school-level meetings continue. This in-service coordinator position was established in EQUIP-T regions for the programme, and did not exist before. WEOs were keen that the in-service coordinators sustain their roles in presenting topics to schools that need to be covered. As one WEO stated:

> Yes, we do have a strategy on making EQUIP-T trainings sustainable here at school, we have in-service training coordinator, which means we can continue to learn while we are here at school. That means, you might face challenges maybe you can all gather and try to find a way to solve the challenge together. So, if the project ends, it doesn't mean even the strategies they provided us with will end, that means we have received the strategies and we will continue using them.

(Teacher IDI, School 5)

According to respondents, because in-service coordinators are continuing with their responsibilities, there is a chance that training will be sustained. Additionally, WEOs report checking in with in-service coordinators and head teachers to support their efforts and ensure that training is being sustained. WEOs self-report checking in on schools during training times when their schedules allow, thus adding another layer of support and oversight, though schools did not describe WEOs as conducting these check-ins. Where in-service coordinators and WEOs are committed and motivated to continue their role in supporting the school, there is greater likelihood of sustained in-service training. However, given that this position was not established and recognised by the government more widely, it is not clear how long coordinators will continue fulfilling this role across schools unless the government formalises it.

Government recognition and resources

Head teachers also emphasised that for the sustainability of in-service training, the support of government is essential as well. One head teacher said:

> These changes needs to have a strong base on the side on municipal council and at the level of school because if EQUIP-T will hand over or will reach to the end and they were the ones who were giving us support […] So, if we don't get a proper and strong thing which will take over all these things from the school level, municipal council, city and Ministry of Education – we might find ourselves forgetting everything. So, if we find a strong base to keep on running all these things then we will keep on being in a good position.

<div align="right">
(Head teacher IDI, School 4)
</div>

Therefore, for in-service training to continue, there needs to be structural support at the school level from the LGA. In-service training needs to be incorporated into school priorities and have buy-in from government, or the importance of training and the lessons learned may be forgotten.

Structural support and allocated resources for in-school training are crucial for creating and sustaining teacher motivation for in-service training. As previously mentioned, a lack of refreshments and funds demotivates teachers and stops them from attending school-based sessions. This has implications for buy-in and sustainability. To encourage teachers to sustain involvement, head teachers believe that refreshments, at a minimum, are needed. Some head teachers suggest that when schools cannot cover the cost of these, the LGA should do so to encourage the training to continue. Thus, some respondents felt the government could play a role in sustaining school-based training through financial support.

Continued away-from-school training

Respondents called for away-from-school training to continue through EQUIP-T or the government, so that teachers can continue practising the material, and so that they can be exposed to up-to-date information. Many teachers, head teachers, and WEOs identified more training as crucial to the sustained, successful implementation of all the in-service training lessons. Teachers argue that more training will support continuous learning, and help teachers grow in skills and teaching techniques. Additionally, training is seen as an important way to guard against forgetting material. One teacher stated:

> My suggestion is that I request that this organisation should continue so that there should be sustainability and continuation of training, that other teachers should have the opportunity to be trained as I am about to retire as I have remained with only two years. This is important that we impart knowledge to the coming generation […] Also, they should keep inviting us for training; because we need to be reminded often about what we learned as you know we are human beings sometimes we forget though I am aware it is not good to forget it happens.

<div align="right">
(Teacher IDI, School 6)
</div>

Continued training is seen as an effort to ensure new teachers are appropriately taught, and teachers that have already received training remember the lessons they learn, and actively incorporate it into their work. Additionally, a few respondents called for continued training so that the information that teachers have is up-to-date. EQUIP-T provided updates on changes to the curriculum, and a few head teachers were concerned about where they would source this information if training does not continue. There is a concern that existing in-service training modules may not remain relevant and accurate in the future.

When continued training is discussed by respondents, they place the responsibility for this training on either EQUIP-T or the government. The government was identified by many respondents as an important element in sustainability: respondents want training to continue and believe the government should take on the role of enabling this to happen. As a teacher stated:

> Maybe if the project is handed over to the government then maybe the government should at least try even once a year to conduct these trainings. So that they can train these teachers and if there are new teachers also it will help if they will get the training. Instead of just being directed by the [school-based] in-service training […] [teachers] will go for training even once in

a year, how she/he will deliver in the class will be different from if he/she was trained by the in-service training coordinator.

<div align="right">(Teacher IDI, School 5)</div>

Respondents feel the government should sustain training, and address the challenges of existing training, such as only the in-service coordinator knowing how to hold the training.

Respondents also seem confused about whether the government is already planning to take over the work, when this will happen, and what this continuity will look like.[29] WEOs and head teachers seem aware that the shift to the government will happen, but they expressed uncertainty around what the government will take responsibility for and what will happen in the future. In discussing the ending of EQUIP-T, respondents either tasked EQUIP-T or the government, or both, with the duty to continue the training programme:

> I want to say that EQUIP-T is going to end, but we have some projects started, I want to ask if they would have time to come back again to support us in one way or another or should we expect the government as it is going to be handed over. We know by experience that the government when programmes are handed over to the government is going to fail them; but anything under organisations or programmes is well managed and maintained. Now how is EQUIP-T prepared to ensure that what has been invested on these schools will as money and projects will be sustained?

<div align="right">(Head teacher IDI, School 6)</div>

Some head teachers and teachers tasked EQUIP-T with following up to ensure the government does continue these practices in a way that allows these components to be sustained.

5.5 Conclusions

This concluding section responds to the research questions for the in-service component. Teachers and head teachers appreciate the in-service training and its contribution towards planning for and managing classes. In-service training has provided new tools and techniques for teachers to use in their lessons, which they perceive as leading to increased learning outcomes. Whilst training was described as useful, a number of challenges limit the extent to which teachers can employ the lessons learned. The training model also faces a number of implementation challenges, which have implications for sustainability.

What aspects or elements of the EQUIP-T in-service training do teachers find most useful and why? How have teachers translated learning from the training to practice in the classroom?

Many teachers expressed positive views about in-service training, describing numerous ways in which the teaching and learning at their school benefited from this intervention. Teachers gained skills in lesson planning, and reported using lesson planning and the creation of visual aids to manage their classrooms in more effective ways. Training in gender-responsive pedagogy reportedly led to increased sensitivity to gender and the inclusion of girls both within and outside of the classroom in new ways. Teachers also reported using participatory techniques in their classrooms in ways that encouraged more effective teaching and learning. Methods such as singing were utilised by teachers

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[29] EQUIP-T MA report that the Government of Tanzania is finalising a CPD framework which will clarify the responsibilities of actors at various levels.

as a classroom management tactic. Additionally, some teachers feel that training helped provide new techniques for teaching pupils who speak predominantly in their mother tongue.

Teachers feel that their new practice led to improved learning outcomes. Teachers feel that the training has changed their teaching practice to make it more participatory, and as a result are reaching pupils in new ways. Across schools, respondents described training as leading to an increase in 3Rs skills amongst pupils. The positive results in learning were described as a result of in-service training giving teachers new skills and approaches to presenting information to pupils.

What are the biggest challenges that teachers continue to face in their teaching practice? Do they perceive in-service training to be adequate in addressing these challenges – if so, why?

Whilst training was favourably received and described as useful, teachers face a number of challenges that limit the extent to which they can employ the strategies and techniques learned. There are challenges with infrastructure and workload, impacting the level of teacher motivation and impinging on their ability to accomplish their teaching aims. Overall, in-service training was not seen as capable of addressing the challenges faced by teachers, with the exception of mitigating the challenge of children speaking in their mother tongue.

The in-service training model also faced implementation challenges, with teachers experiencing barriers to training attendance due to their workload demands. Additionally, the school-based in-service training experiences challenges due to its reliance on only a few individuals trained away from school, a lack of sufficient modules, and a lack of allowances impacting incentives to attend. Teachers also called for wider participation in in-service training, specifically of upper class teachers, and they believe that both away-from-school and school-based training should be less rushed.

What aspects of the practices introduced by the EQUIP-T in-service training model do teachers feel should continue, and which do they think will continue – and why?

The sustainability of in-service training, and the accompanying benefits, is a reflection of both its usefulness and the challenges present. Respondents believe that the impact of training will continue because of two main factors: individual use; and school structural support. Individuals will continue to use the lessons learned due to their usefulness, and head teachers and teachers report that they will continue to hold and receive school-based training as it is embedded into school meetings. In-service coordinators and head teachers play an important role in the sustainability of in-service training. Leadership and buy-in for training, by head teachers and WEOs, is an important factor for sustainability, and thus may vary by school. Other challenges, such as a lack of teacher motivation and teacher transfers, were identified as impediments to sustainability. Respondents want the government to continue with this work to ensure the training model continues and that impacts are sustainable, although they expressed confusion over whether and how the government is taking over the EQUIP-T programme.

6 District planning and management

The activities under EQUIP-T component 3 aim to strengthen the district management of education. Details of the interventions under component 3 are given in Section 2.3, but broadly they can be summarised as those focused on strengthening planning and management at the district office (also known as LGA) level, and those focusing on strengthening WEOs' capacity and the support they give to schools. This chapter presents the qualitative findings from the district-level study structured according to these two main levels: planning and management in the district office; and WEOs' role in the improvement of education. Finally, the chapter concludes the key findings.

The qualitative fieldwork was conducted in three LGAs, which were sampled with the intention of representing high performers (according to EQUIP-T programme staff) in order to see what successful LGAs looked like. However, it is hard to verify that these really are some of the best districts as there is no objective data on these characteristics, particularly in terms of broader management issues, rather than specifically management of decentralised EQUIP-T funds (which EQUIP-T staff are more familiar with). As a result, this research is likely based on some of the best districts in terms of managing EQUIP-T funds, but these may not be the best performing districts in terms of overall district management. Thus, the findings of this research are not always able to state what success definitely looks like or why it has occurred. The study involved IDIs with EQUIP-T MA senior management, fund officers, and RTLs, as well as with staff in the departments of education, planning, and treasury, SQAs and WEOs in three LGAs. See Chapter 3 for the full description of methodology and Section 3.4.4 for a summary of the roles of these different respondents.

Where possible, this chapter also compares its findings with those from the midline qualitative study, the endline quantitative survey, and other reports. With regards to the midline, the midline district study visited three LGAs sampled to match the schools visited at midline (explained in the baseline report); they were not specifically selected at that point to be high performing. In fact, two of the three LGAs visited at endline were also visited at midline; however, different respondents were interviewed (due to design and turnover) and thus this should not be considered a panel of LGAs.

6.1 Planning and management in the district office

The EQUIP-T MA initially identified weaknesses in planning, budgeting, monitoring, and management in districts, and through its capacity building activities and support for implementing decentralised funds, the MA expects to see improvements across these areas. This section is organised broadly according to the policy, planning, and budget cycles, which are core to PFM: planning (including budget preparation), funding, management of the system (resources, performance), and then a specific focus on implementation and execution of the EQUIP-T budget. This is followed by a discussion of what makes a district successful, according to the responses from, in particular, EQUIP-T staff. Finally this section looks at the sustainability of the activities and changes for district planning and management.

In broad terms, the programme has not had the effect on general PFM as originally anticipated, which is disappointing but perhaps sensible. In the early phases of the programme, component 3 intended to strengthen PFM at the district level, which cuts across the stages of the PFM cycle. LGA officers were trained on modules in strategic and annual planning, and budgeting and budget management, in 2015 and 2016.[30] They were also given training on budgeting and managing the decentralised grants, which

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[30] Further modules were originally planned, but the MA decided not to roll these out as they were perceived to be not very effective (due to issues like rotating attendance), and with the decentralised funds, the focus should instead be on on-the-job training from fund officers.

continued up to endline. However, by the time of endline, the evidence does not indicate a systemic improvement in PFM at district level, particularly in terms of planning and managing funds for education. This conclusion is buttressed by the responses of senior management at EQUIP-T, who no longer see the strengthening of PFM as part of the programme's core mandate. The shift in 2015 to massive decentralisation of funds through government systems required the MA to focus on the infrastructure and support for implementing through this modality, and meeting fiduciary responsibility for spending. As an EQUIP-T manager explained, decentralisation allowed delivery on a huge scale, however:

> We have, I think, prioritised the function of that new modality, and made sure that the activities could be implemented. The capacity building side, and more systematic improvement of how LGAs work, has probably been secondary and should have had more attention.

> (EQUIP-T senior manager IDI)

In addition to this view from senior management, this finding is corroborated by EQUIP-T regional and fund officers' better understanding of fund implementation progress rather than general PFM functions in the LGAs, as demonstrated in their interviews, indicating their limited involvement in broader PFM. In addition, responses from various LGA officers, as seen in the sections that follow, do not provide evidence that change has taken place in the wider set of PFM capabilities.

6.1.1   Education planning

Responsibility for education service delivery is decentralised to LGAs, which are managed under PO-RALG. An average LGA is therefore responsible for close to 100 primary schools, with close to 60,000 pupils enrolled and over 1,000 teachers, of which around 90% are in the public sector. LGAs have responsibility for producing medium-term strategic plans, and education is one sector within this. They then prepare annual budgets which should reflect the priorities in the plan. This study did not find any education sector-specific action plans. Initially, EQUIP-T intended to strengthen capacity for strategic and annual planning and budgeting in education; however, there has been little focus on this since 2016. A broader expectation of EQUIP-T is to increase LGA officers' understanding of education issues, as well as the constraints pupils face and the importance of various initiatives to overcome these, and to widen LGA officers' views of school improvement beyond a focus on examination results.

This study finds there are processes and products of LGA education planning but these are limited in guiding implementation, given the unfamiliarity of most LGA level officers with the details of the plans and the limited room for strategic planning to meet the desired targets, given resource constraints. These systems existed prior to EQUIP-T and have not changed over the period of the programme.

An LGA with strong education planning capacity is expected to have clearly identified long-term goals, which in turn drive the prioritisation of activities and spending. On the whole, this study finds that the high-level targets are well known but the specifics are not, indicating that these plans are not used to guide decision making and choice of activities. LGAs are focused on national examination results as the main target and the indicator of successful education: in all three LGAs, the DEOs pinpointed this as the primary goal for district education. Infrastructure provision is a prominent secondary target in all three, and other priorities mentioned less systematically are pupil attendance, teacher numbers, and literacy and numeracy. Although the focus on pass rates is clear for almost all LGA respondents from the education and planning departments, few officers know the details of the targets or plans. Respondents from within the same education department gave different information on the current level of examination results, the level of the targets, and the target period. When asked how the district intends to meet these high-level examination targets, in one LGA both the DEO and SLO gave

examples of how activities should lead to overcoming barriers to high-quality education. For example, when asked how the department chooses activities and output targets to try to meet the examinations target, the SLO explained that books allow children to do exercises, classrooms allow teachers to move around to all pupils, and latrines mean pupils will not get sick and so can attend school frequently. The SLO explained why these activities are chosen: 'We choose these things because they are core elements to improve education, meaning they are elements which are important in improving the education, that is, they are core functions which are very important to us' (SLO IDI, LGA1).

LGAs have their own medium-term strategic plans, which include education, which must be aligned to the government's national development plan (see Figure 12). However, in LGA1, it is clear this plan is not used as a prominent guiding document for the education department. Although a variety of education officers report they have worked on the strategic plan, their knowledge of the plan is weak – officers do not know it is for five years, when it expires, or what the priorities and targets are within it. It is possible that officers confuse the strategic plan with the three-year rolling plan prepared alongside the budget each year. Furthermore, the targets in the plan seen for this report, such as building thousands of classrooms and teachers' houses, were very ambitious. In this respect, a DPO explained that they know the plan is unlikely to be met, and will be carried over to the next plan, but the ambitious targets are in there in case of some funding windfall.

Figure 12: Strategic and annual planning documents
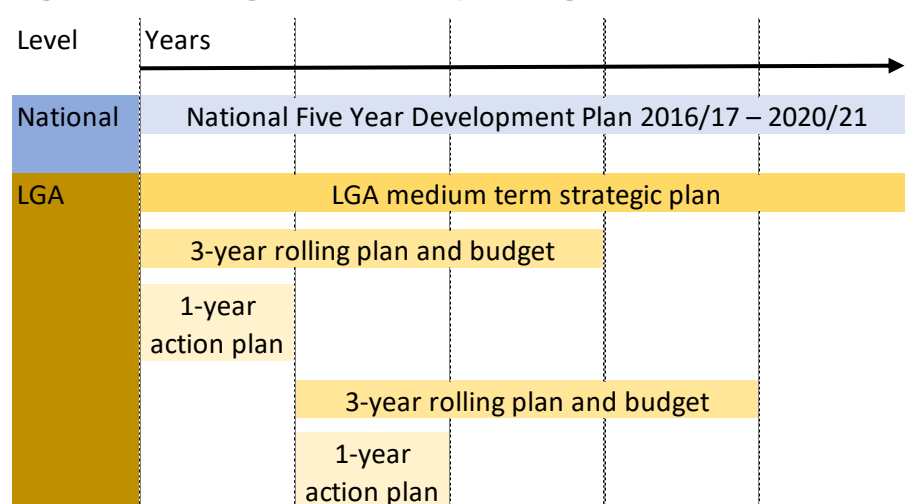
The annual planning process involves taking priorities from the strategic plan and preparing activities, targets, and budgets for that year. As with the findings from midline, limited financial resources and directives from higher levels of government leave LGAs with little room to follow their own priorities. At endline, respondents from different LGAs in the education and planning departments, and EQUIP-T staff, confirmed that the education department receives a ceiling for the 'other charges' budget (OC: for operating expenses at the LGA), but that this budget is absorbed largely by teachers' leave and transfers, and necessary issues such as teachers' funerals, leaving little at the discretion of the LGA. In addition, the budget guidelines require some specific activities to be covered, such as examinations, further reducing the opportunity for local prioritisation. For infrastructure projects, various officers in LGA1 explain that priorities are put forwards from the grassroots, following the same process as reported by respondents at midline (see OPM, 2016). Overall, from responses in the endline LGAs and comparing with experiences from the midline LGAs, no change has occurred since the midline in approach to planning. This is not surprising given that the government's processes have not changed and EQUIP-T has not focused on this area since the roll-out of training modules before the midline study.

Budgeting process for EQUIP-T

The requirement to plan and budget for EQUIP-T activities under LGA grants is expected to give LGA officers the opportunity to practise and build PFM capacity. As found at midline, the EQUIP-T budgeting process is largely driven from the EQUIP-T MA and so does not allow LGA officers to practise the full suite of planning and budgeting skills. It has thus made little contribution to building local capacity. LGAs' role is to confirm the statistics (e.g. teacher numbers) and feed them into a formula to give the total costs. LGA officers from the three LGAs feel this does not allow them to pursue local priorities, and participation is limited to learning what the budget is being allocated for and making very small amendments. The same comments were made by district and regional education officers at midline. EQUIP-T staff confirm that the process is top-down; thus, despite intentions to give LGAs more ownership with less centralised control (e.g. EQUIP-T MA, 2017e), this shift has not happened.[31] If LGA officers are not able to put PFM processes into practice with EQUIP-T budgets, any design assumption that this would lead to increased PFM capacity is not going to hold. Despite this perceived limitation of the process, a small number of respondents saw benefits in the process. A DEO and a DPO in different LGAs felt that this strict budget formula, based on data, means that the budgeting process is efficient, reducing the challenges and problems of interference, which has been a useful lesson for the LGA. The DPO explained the strengths and weaknesses of EQUIP-T's approach as follows:

> I can say the system might be good and bad at the same time, because as I said they bring something decided as they give us a decided budget, this is good for time management and because you reduce bureaucracy. However, this is not good for community participation because if the community is not involved from the needs assessment you might be doing something they don't need, it is a kind of manipulation or dictatorship. It is good if the community takes part in deciding what they want to do, but for managing fund use and especially for politicians who can interfere and tamper with the funds, this is good.

> (DPO IDI, LGA3)

Across the LGAs, officers commented that it would have been better if the LGAs had more freedom to plan according to their specific issues.

Changes in education planning in the LGA

This study does not find a notable strengthening of planning and budgeting capacity in the LGAs visited. This is shown by the findings above and further responses from LGA officers. When asked about what they have learned from EQUIP-T, officers speak very generally about the whole programme (its activities, grant budgeting process, etc.). However, if there was real success in building PFM capacity, it would be reasonable to expect officers to speak about specific interventions (training on planning, mentoring, etc.) or a transferable skillset that they use elsewhere. LGA officers as well as EQUIP-T MA staff recognise that EQUIP-T has used the existing government systems (such as for entering the budget in PlanRep and Epicor[32]), so in effect there is nothing new. One planning officer said that a training session he/she attended in 2015 on strategic planning was not new at all since it had been covered in a previous training session (not part of EQUIP-T). In comparison, at midline one DEO explained he/she had learned the 'grassroots planning process' from EQUIP-T training; since little capacity building in education planning has taken place since midline, it is not

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[31] This was not discussed in interviews with EQUIP-T MA staff, but a possible reason for this is that fiduciary requirements meant that the MA had to continue specifying and monitoring what EQUIP-T funds should be used for. In comments on an earlier draft of this report, EQUIP-T MA note that the implementation modality follows agreement between DFID and PO-RALG.

[32] PlanRep is the Planning, Budgeting, and Reporting system, used for budgeting at the local level. Epicor is the integrated financial management information system.

surprising that there are not more specific changes reported at endline. On the other hand, at endline one DAO felt that EQUIP-T's focus on follow-up and monitoring has taught the LGAs to be more realistic in planning – that they should make a plan that can be delivered. However, the very ambitious targets found in this LGA's strategic plan suggests that this lesson has not yet been translated into more realistic planning.

One area that EQUIP-T MA managers feel that the programme has had success in is increasing cooperation between different LGA departments, and raising the profile of education and learning in the LGA as a whole. EQUIP-T expects this to contribute to stronger prioritisation of education in LGAs' plans and budgets. LGA planning officers and accountants (both outside the education department) report that through EQUIP-T they have been given greater exposure to education and they feel they now have a greater understanding of the needs. These officers speak of learning about the importance of community involvement, pupil welfare, 3Rs, and the realities of education delivery, for example:

> I have learned a lot of things [from EQUIP-T]: looking at the working environment in which they work because before I had never visited the schools in rural settings. This made me know more places and more schools in [this] district. I had never interacted with teachers from the rural settings […] Through sharing with them, they tell you about the challenges they are encountering.

> (Education accountant IDI, LGA1)

There is some evidence of improved understanding of education across LGA departments, but this study cannot confirm if this has led to greater prioritisation of education.

6.1.2   Education funding

EQUIP-T staff held the view in 2018 that the programme would lead to greater prioritisation of education in LGA budgets. LGAs' budgets for education broadly come from three sources: transfers from central government (domestic revenue); 'own sources' (local revenue); and external sources (such as donors and non-governmental organisations). Central government transfers include a portion for development activities and a portion called 'other charges' (OC), which covers administration.[33] Various education officers in LGA1 and a planning officer in another LGA explain that the OC budget has fallen in recent years, with various explanations given: it is due to the new government regime starting; it is due to decreasing general government revenue; it is due to the fact that the 2016 change from capitation grants to *elimu bure* ('free education') payments shifted funds from LGAs to schools directly. The view that the OC budget has fallen is validated by a recent fiduciary risk assessment (FRA) which shows LGA OC as falling drastically, from TZS 264 billion in 2016/17 to TZS 116 billion in 2017/18, with a small nominal increase to TZS 136 billion in 2018/19 (KPMG, 2019). As a result of lower OC, officers report the LGAs are making fewer monitoring visits to schools – although some report that this is a deliberate shift towards more monitoring by WEOs, who now receive a responsibility allowance. As mentioned above, officers perceive LGAs' OC budgets to be largely absorbed by funeral costs, teachers' leave, and transfers, which leaves little for local priorities and education improvement. The FRA estimates that in 2017/18, LGAs' OC was split between 60% for exams and 30% for teachers' claims/moving expenses, leaving 10% for 'OC proper' (KPMG, 2019, p. 37), presumably the part covering funerals and monitoring visits.

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[33] Central government transfers also include personal emoluments; however, teachers' salaries are determined by the Teachers Service Commission and transferred directly to teachers' bank accounts from central government.

The capitation grant, which goes to schools, is under the development budget and is seen by some LGA officers as increasing, and by others as remaining the same but as paid more promptly; these different views are held within the same LGA. The FRA estimates that the total LGA development budget is directed to *elimu bure* (capitation, WEO and head teacher allowances, and food in secondary schools) (KPMG, 2019, p. 37). In terms of what this means for the total LGA education budget from central government, planning officers from different LGAs have opposing views: one thinks it has stayed the same with just a switch away from OC towards *elimu bure*; another thinks it is increasing because of the greater priority given to *elimu bure*. One EQUIP-T officer thinks it is decreasing in reality due to the reduction in overall government revenue. The FRA has estimates for only two years; these show a large increase, with total (OC plus development) LGA transfers increasing from TZS 318 billion to TZS 408 billion between 2017/18 and 2018/19. This time period is really too short to confirm a trend (KPMG, 2019, p. 34). The very varied responses about the status of budgets signal a lack of awareness of budget details amongst LGA officers and low transparency on budget and actual expenditure within LGAs – this is also confirmed by the FRA in terms of lack of aggregate LGA budget information.

With unreliable OC budgets, LGAs might rely more on their own sources; however, LGA officers report these revenues to have fallen as the government has changed local business taxes,[34] reducing the income LGAs can retain. In one LGA, the planning officer expects own source revenue to continue to fall, and this would mean a hit to all sectors' budgets. However, the planning officer explained that education generally did not receive much budget from own sources because the sector was seen as benefiting from donors and capitation grants. However, the LGA has apparently increased education funding from own sources to compensate for the reduction in OC to education, and has further committed own sources in the 2019/20 budget for the 'sustainability'[35] of EQUIP-T activities. Furthermore, this officer thought the LGA would look to other sources – such as the Tanzania Education Authority – to seek more funds supporting, for example, infrastructure since the normal funds for these have been redirected to the EQUIP-T sustainability activities. This officer's example is an indication that LGAs may direct more own resources to education in order to continue EQUIP-T activities, although it is too soon to confirm whether this is happening in reality. Furthermore, it is not possible to identify and report total allocations to education from LGAs' own source budgets, so is very difficult to verify these reports and confirm the total allocations to the education sector in LGAs (KPMG, 2019, p. 51). However, this example is a positive sign for the ownership and sustainability of EQUIP-T (discussed further in Section 6.1.6), and is also an example of LGAs' increased ability to look for sources of funds, which was an intention of EQUIP-T.

6.1.3 Education management

This section reports findings on three aspects of education management in the district: the accountability of LGAs up to more senior levels; the way in which LGAs hold the levels below them (schools, WEOs, etc.) accountable; and the use of DEMs specifically for education management.

Accountability of the LGAs

The accountability of LGAs to senior levels of government is perceived at endline to have increased over recent years, caused by the changes introduced by the current government regime, and thus a

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[34] There are two changes this may relate to. First, property tax used to be collected by LGAs but since October 2018 is now being collected by the central government through the Tanzania Revenue Authority. Second, the central government has abolished and/or reduced tax rates and levies for agricultural produce, collected by LGAs.

[35] 'Sustainability' was a term used widely by LGA officers following workshops held by EQUIP-T to discuss budgeting for activities after EQUIP-T funds have finished.

factor external to EQUIP-T. The same message was heard in the LGAs visited at midline. This accountability manifests itself in frequent requests for data, with demanding deadlines: reports 'on everything' (DEO IDI, LGA1), even 'on a daily basis' (DAO IDI, LGA2). This is attributed to the higher levels of monitoring in place by the current government, meaning more requests from central government flowing down, but also to increased pressure on intermediate levels (Regional and District Commissioners) to keep a closer check on LGAs.

EQUIP-T's monitoring of LGAs has meant increased accountability at least for EQUIP-T LGA grants, but this has not been institutionalised to improve wider accountability and ensure lasting change. EQUIP-T has required regular reporting from LGAs, with monthly reports submitted to regional secretariats. These EQUIP-T reports have made some LGA officers interviewed feel more focused on results and pressured to complete activities; for one planning officer, this is different to the normal routine, where government does not require as much reporting and therefore there is less pressure to perform. This is at odds with the views above about increased reporting for government, but could be explained as a difference between reporting statistics (such as numbers of children knowing their 3Rs, and teenage pregnancies), which is required by government, and reporting on progress against planned activities, which is required by EQUIP-T.

Meanwhile, according to EQUIP-T staff, the reports required for EQUIP-T have not been taken on systematically by the regional secretariats and PO-RALG. One senior EQUIP-T manager feels that systematic use of data, particularly aggregating at the regional level to pass on usefully to PO-RALG, is still weak. For example, in one region, two EQUIP-T officers see reports about construction as receiving the most scrutiny. However, this is linked to the visibility of construction: 'The government is normally interested when it will appeal to citizens, or give them political mileage' (Fund Officer IDI). Two EQUIP-T staff members for another region are unsure of what the regional accountant and education departments do with the monthly LGA reports, or if any action has been taken as a result. Ultimately, this lack of ownership of the reporting system makes various EQUIP-T staff uncertain that the reports (and the benefits for accountability) will continue after the programme ends. This is seen as depending on the leadership of individual officers in the relevant positions at PO-RALG and the regions, as well as the capacity to aggregate and use this data, and is therefore not embedded systematically.

Accountability within the LGAs

Collecting information through WEOs is considered the main monitoring mechanism for holding schools accountable. Education departments in LGAs collect information to hold schools accountable from three main sources: WEOs; their own visits to schools; and the SIS introduced by EQUIP-T under component 2. Although SIS was not a specific area of questioning in this research, it is noteworthy that the respondents who refer unprompted to SIS are SLOs (who use the data and usually are trained on SIS) and EQUIP-T officers. Other officers at LGA level tend not to emphasise SIS as a route to monitoring performance at school level, thus suggesting it is not embedded into LGA monitoring processes.

Since 2016, and coinciding with EQUIP-T implementation, there has been a shift away from direct monitoring of schools by LGAs to greater reliance on WEOs. This reflects three financial factors already discussed: the government's decision to give a responsibility allowance to WEOs; the reduction in OC budget for LGAs to conduct their own monitoring; and the provision of motorbikes and WEO grants to WEOs under EQUIP-T.[36]

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[36] This study has not found whether the changes in government funding were actively aimed at changing the monitoring structure, or whether they were influenced by EQUIP-T.

Recognising the low government budget for LGA visits to schools, EQUIP-T provided funds for LGA monitoring in later years of the programme, and some LGA officers feel there should have been more funding for monitoring in order to verify information coming in from schools. In all three LGAs, it was reported that a DAO has responsibility for a schedule for monitoring visits and keeping reports of visits. However, very little documentary evidence was seen, indicating that the planning of visits is ad hoc and the information is not managed well in these LGAs – which are supposedly strong LGAs. The one monitoring report shared[37] provided little useful information for the LGA on the state of schools; it gives very brief findings but no details or follow-up needs (see Figure 13). In other words, although LGA officers advocate the importance of their own monitoring of schools, this study has not seen that the monitoring is carried out systematically or that the information is used to direct action.

More discussion on the reliance on WEOs for data, and the performance management of WEOs is in Section 6.2.2 below.

Figure 13. School monitoring reports and DEM agenda
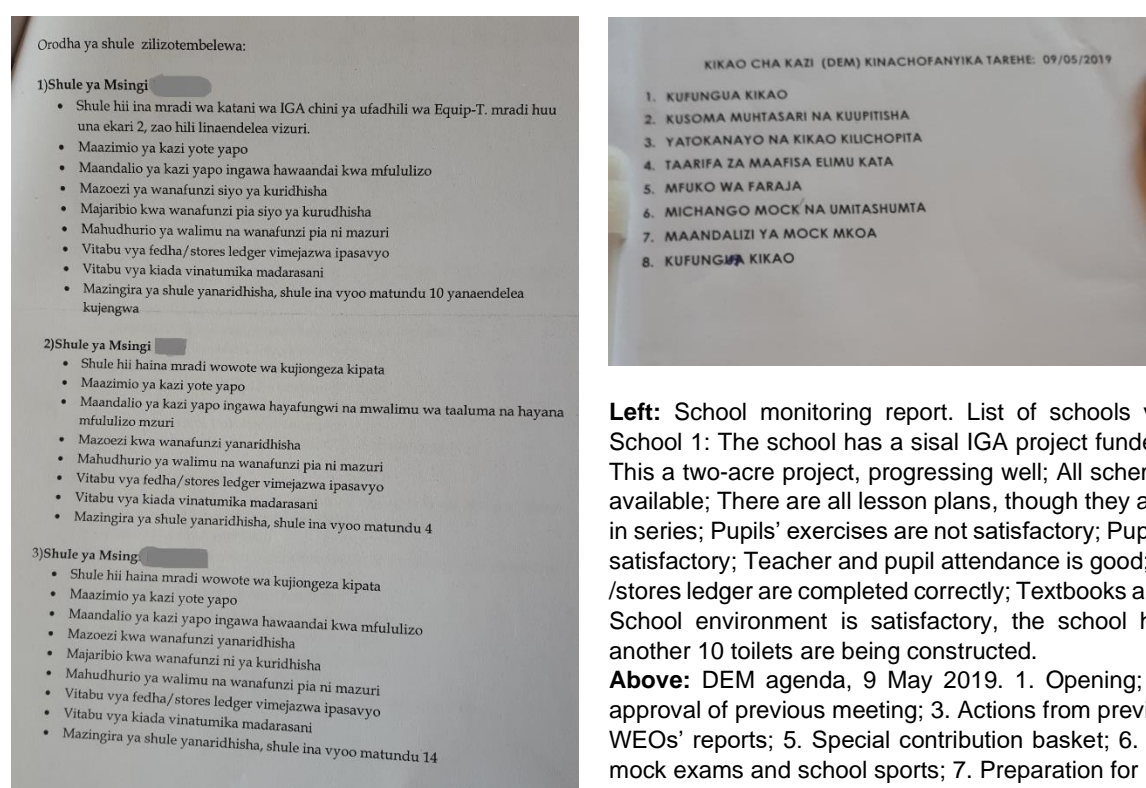
Left: School monitoring report. List of schools visited. Primary School 1: The school has a sisal IGA project funded by EQUIP-T. This a two-acre project, progressing well; All schemes of work are available; There are all lesson plans, though they are not prepared in series; Pupils' exercises are not satisfactory; Pupils' tests are not satisfactory; Teacher and pupil attendance is good; Account books /stores ledger are completed correctly; Textbooks are used in class; School environment is satisfactory, the school has toilets, and another 10 toilets are being constructed.
Above: DEM agenda, 9 May 2019. 1. Opening; 2. Review and approval of previous meeting; 3. Actions from previous meeting; 4. WEOs' reports; 5. Special contribution basket; 6. Contribution for mock exams and school sports; 7. Preparation for mock exams; 8. Closing the meeting.

DEMs

DEMs were piloted by EQUIP-T in Tabora in 2016 and later rolled out to all regions. According to the programme documentation, DEMs bring together LGAs, quality assurers, and WEOs as 'a potentially sustainable solution that can support capacity development and information sharing – leading to more effective district management' (EQUIP-T MA, 2017e, p. 26). DEMs are intended to be held monthly, and discussion should focus on issues related directly to school improvement, rather than administrative compliance (EQUIP-T MA, 2017a).

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[37] This was asked for in one other LGA but despite follow-up phone calls was never received.

In all three LGAs visited, DEMs are happening and are valued by participants. From participants' descriptions, these DEMs do not fully meet all the expectations held by EQUIP-T, but are a success nonetheless. Expectations of EQUIP-T senior management are high for DEMs: they are seen as bridging a gap between the education department (which reports to PO-RALG) and SQAs (who report to MoEST), and as introducing more discussion of school performance and improvement, rather than just administrative instructions for WEOs. EQUIP-T managers have heard that DEMs have been used to orientate new WEOs on their roles, to roll out EQUIP-T interventions (such as PTPs) in new regions, and to raise awareness of measures of school improvement other than examination results.

Within the three LGAs visited, the education officers, WEOs, and SQAs interviewed generally concurred about DEMs in terms of organisation and usefulness. There was some minor variation between LGAs in how DEMs are run and valued.

Organisation and attendance of DEMs is happening broadly as intended. Respondents across education officers, WEOs, and SQAs confirm that these three groups are the attendees, with occasional attendance from the Teachers' Service Commission (TSC) and experts as needed for a specific topic. SQAs are still seen as slightly secondary as attendees, with the impression that this is primarily a meeting for WEOs, in a discussion with the DEO's office. In the LGAs visited for this study, participants confirmed that DEMs are meant to be held every month, but many give examples of when DEMs have been postponed (or in effect cancelled). The date and agenda of the meetings are organised by the WEOs' chairperson and secretary, in collaboration with a representative from the DEO's office – in one LGA this was the audio-visual education officer, in another the EQUIP-T focal person, in the third this the DEO. This study found examples of the DEM being chaired by the DEO (or a representative) and elsewhere by a WEO.

The main agenda for the DEM follows a similar structure in all three LGAs visited, according to reports from various participants and a documentary review of agendas and minutes (see Figure 13 above). It includes WEOs presenting performance reports for the last month, which cover EQUIP-T activities such as IGA and PTPs, as well as other issues. WEOs present their successes and challenges, providing an opportunity for other attendees to give comments and suggestions for solutions. In two of the LGAs, the WEO update may be followed by a discussion of a specific topic identified as challenging, for which a facilitator is invited if the permanent attendees are not able to facilitate. The types of topics covered include managing school resources, managing truancy, and the census of enrolment. This 'specific topic' item on the agenda was clear in one LGA; in another LGA it was referred to as the WEO CPD item which has been introduced since December 2018 (see Section 6.2.1 below on WEO CPD and the extent to which it is integrated into DEMs). Respondents say DEMs may last from four to six hours.

DEMs were introduced and formalised by EQUIP-T and although education meetings used to take place, DEMs are seen by LGA officers and WEOs as bringing something new. In the past, meetings were for giving directives and instructions from above to WEOs, which meant they were not regular and did not involve a two-way conversation. One WEO feels that the previous emphasis on directives led to a focus on administration rather than on matters relating to education improvement. Furthermore, SQAs were not invited in the past. However, at midline the evaluation also heard from LGA respondents that WEOs' reports were presented at monthly meetings (including in the same LGAs visited in both rounds). This suggests that the setup of DEMs is not entirely new and that the responses in this endline study may be somewhat overemphasising the positive change that DEMs have brought.

DEMs are valued by all participants (education officers, WEOs, and SQAs) as bringing a number of benefits and improvements to the way education is managed in the LGA. Many respondents see DEMs as a platform for learning: learning from each other on how to resolve issues, which might be

between WEOs or from guidance from others, such as SQAs; learning on specific topics; and learning how to prepare and share a WEO report. Some more senior respondents see this as less fluid and more corrective – as WEOs having a better understanding of their obligations and responsibilities (DEO IDI, LGA1), and SQAs correcting WEOs so that they can improve their school visits (SQA IDI, LGA1).

The DEM provides a regular monitoring and accountability check-in for WEOs and as such is perceived by WEOs and LGA officers across the LGAs as making WEOs more committed. They know they have to bring and present their report each month so they take it seriously. However, the EQUIP-T WEO grant is seen as facilitating this: it increases motivation to attend and lessens any excuses for not attending district meetings. For one DEO, the fact that WEOs organise the DEMs themselves has empowered WEOs, as they realise the authority they have and their role in representing the DED when they visit schools.

DEMs are seen by WEOs and officers in the education department as an efficient and effective way of sharing information and resolving issues. For LGA officers in particular, this is an efficient way of receiving feedback on what is happening in schools. For all, the frequency of DEMs means that issues are raised and then resolved almost immediately, faster than in the past. The use of DEMs to resolve issues is exemplified well by the following:

> **Interviewer:** Can you give me an example on how your reports or the DEMs have led to an action to improve education in a school?
>
> **Respondent:** I remember I once reported my school [...] There were two teachers who were transferred from secondary school to teach in primary schools and they refused to set the examinations and as we were directing them together with the head teacher, they did not want to listen to us. I prepared a report and when we discussed about it during DEM meeting we found out a solution. We decided to send other WEOs other than me so that they could also go and see the situation. Fortunately enough, they understood these WEOs and we had decided that if they continued objecting, we were to bring them before the DEM gathering so that they could explain to us as to why they don't want to set examinations. So these WEOs made these teachers understand. This has a relationship in improving the quality of education.
>
> (WEO GI, LGA2)

This example also demonstrates how the consultative nature of discussing problems and solutions, agreeing on the decision and action together, is felt to contribute to a better relationship between WEOs and other officers, as well as to giving WEOs more confidence. In the case where the DEM is chaired by a WEO rather than the DEO, this is seen as giving WEOs greater freedom to speak and thus improving these relationships further. However, it is not apparent that DEMs have made a substantial change to the relationship with SQAs; in one LGA the SQA did not recall the existence of DEMs when asked about how the two departments interact and maintain their relationship.

6.1.4   EQUIP-T grant implementation

Budget execution and implementation of EQUIP-T activities uses government systems with guidance from the EQUIP-T regional officers and fund officers. The process was explained and confirmed by EQUIP-T staff as well as officers in the LGAs. The trigger to start an activity comes from the EQUIP-T regional office, through the Regional Administrative Secretariat and down to the LGA. Within the LGA, the activity's focal person prepares an updated activity budget, and within a chain the education accountant, district treasurer, DED, and DEO all sign this off. The EQUIP-T regional and fund officers have given close support to LGAs, speaking with LGA officers to clarify where funds go – EQUIP-T

refers to this as 'mentoring'. The education accountant interviewed explained that he might speak to the fund officer up to 10 times a month, and the officer had given support in understanding the budget and writing reports. On the other side, fund officers consider 'good' LGAs to be those who contact the fund officers for support when they are stuck or unsure – in other words, they are aware of their difficulties and work to get things right.

According to EQUIP-T staff, the main challenges with implementation of LGA budgets and activities have been turnover, delays, and virements.[38] Each of these three issues relate to assumptions that the programme identified as important for the results chain to hold, and thus could jeopardise the success of the component in achieving its objectives. Findings from the LGAs confirm two of these challenges: government officers agree about delays, and that virements take place, but do not flag this as a major challenge. Turnover was not raised as an issue at the LGA level, which is not surprising given that the LGAs visited were selected partly due to the longevity of the DEOs in post. For EQUIP-T staff, the frequent turnover of LGA staff elsewhere, particularly accountants and education officers, presents difficulties for the smooth implementation and application of learning given how key some of these officers are. More hands-on support from EQUIP-T staff is required to bring new officers up to speed.

Delays have occurred in transferring the funds to LGAs, and as at midline, LGA officers see this as the fault of central government. EQUIP-T staff explain that these delays have largely happened due to slow processes in central government, with the Ministry of Finance (MoFP) and PO-RALG both playing sequential roles for fund allocation and transfer. The process has various steps: MoFP notifies PO-RALG that the funds are received, after which PO-RALG sends a letter to MoFP requesting transfer on to LGAs and the details of allocations. The DEO and planning officer in one LGA both feel it would be better if EQUIP-T had transferred directly to LGAs. The perceived impact of these delays is unquantifiable: they can lead to clashes of timetables with local priority activities (such as examinations), delays in experiencing the benefit, and potentially an impact on quality if they mean, for example, that training participants have to attend many sessions pushed into a short period (and at a time when they are away from their posts and unable to absorb as much information). A delay in implementation does not risk losing the funds as they can be transferred over to the next financial year. Meanwhile, one EQUIP-T officer explains there are also local level delays due to government priorities (again examinations, hosting the Uhuru Torch,[39] or ad hoc directives). Conversely, a DPO argues there have never been delays due to the local level; the DEO explained that the LGA has to negotiate with the EQUIP-T regional office to make the timings more manageable, and feels that EQUIP-T has become more flexible about this over time.

Virements take place when funds which were meant to be for EQUIP-T activities are used for something else (possibly another sector). Fund officers have focused on resolving issues of virements (alongside counterparts in government), but understand it can take place when the LGA faces pressure to divert funds. As one said: 'Which would you choose? EQUIP-T or the Prime Minister's order? The Prime Minister says I want you to have enough desks for all children, if I find any children sitting on the floor you will you lose your job' (fund officer, IDI). Conversely, in one LGA, when officers are asked about virements, they deny that these happen – saying the procedures are strict and that the development account (which holds EQUIP-T funds) is highly monitored – and yet then proceed to describe specific cases which have taken place. Within this LGA, two different versions (or two different examples) were given by different respondents: the LGA using EQUIP-T funds to manage cash flow, knowing that own source revenues would come later; and the central government making a mistake, then recalling funds from the LGA and the LGA using EQUIP-T funds to repay these.

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[38] The EQUIP-T MA defines a virement as funds diverted for other purposes (EQUIP-T MA, 2018e).

[39] The Uhuru Torch race takes place every year: a kerosene torch which symbolises freedom and light is taken through various districts and regions.

However, in both versions the money was returned for EQUIP-T activities. The reluctance to mention these virements immediately is understandable, and may also imply that these cases did not cause substantial problems – the LGA was able to replace the funds – though this also reflects the fact that this LGA is seen as successful at planning and management. One fund officer argues that he and his colleagues have helped education accountants to become better at spotting when there is a risk of virement by monitoring the balances in the development account, and so taking steps to reduce this risk.

The midline study found that LGAs faced challenges with the level of allowances, since EQUIP-T rates are lower than government rates. At endline, respondents confirmed this was an early problem, but once people were well informed of the rates it became more accepted, and that 'working for lower rates is part of volunteering and participation towards development' (DAO IDI, LGA1).

Monitoring of LGA spending and activities is a prominent theme in interviews, as anticipated by a senior manager at EQUIP-T, who expected LGAs to say that EQUIP-T follows up seriously, increasing accountability. The EQUIP-T budget is seen by LGA staff as less susceptible to interference given the strict formulae for budgeting and the close follow-up taking place. Financial data is held on Epicor, which means PO-RALG can see what is being spent, and LGAs use the same systems to produce financial reports as they would for other sources of funds. EQUIP-T staff feel LGAs have improved at filling in EQUIP-T's report templates over time. This relates to both monthly financial reports and activity reports; EQUIP-T staff feel the support and feedback from fund officers and regional officers have contributed to this. Interviews with LGA officers do not contradict this finding but also do not provide substantial verification. In addition to timeliness, EQUIP-T staff consider strong reports to be those with details about activities, including supporting documents and pictures. The same message comes from LGA level, where details and pictures are also emphasised as important. This more regular reporting is seen as beneficial because any problems will be found and rectified more quickly – and therefore more easily. However, a district treasurer did not feel sufficiently persuaded by this benefit to increase the regularity of financial reporting on other funds.

Transparency is an area where EQUIP-T staff say EQUIP-T has been successful at demonstrating better ways of working. This relates both to the budget – with budgeting formulae fixed and well known – and the suggestion that EQUIP-T would not be dominated by one focal person but instead understood by many officers. Both of these aspects are expected to reduce the possibility that the programme is seen as under the purview of one privileged LGA officer, which can be the case with other donor programmes. In the LGAs, this study does find that the programme is well known across the education department. Whilst each LGA had an officer nominated the 'EQUIP focal person', different officers were coordinators and had been resource persons on various different activities, across the SRP (component 1B), SLM and SIS (component 2), and IGA and PTPs (component 4). One DEO spoke about purposefully bringing different officers in so that they could all participate. In this sense, there has been success at exposing a wide set of LGA officers to EQUIP-T.

As with planning and budgeting capacity, there is not a strong aspect of new learning for officers about actually how to plan, coordinate, and run activities since they had been doing this already. In addition, the intentional use of government systems means that government officers are putting into practice the same processes and skills that they already use. However, LGA education officers feel they have learned about the topics being implemented under the other components; this is because of their role in coordinating and delivering training, and the same message was heard at midline. For example, one education officer spoke of how he had learned about the importance of education for young children through the SRP coordination, and that the 3Rs training had created more awareness of this topic.

Overall, the LGAs visited for this study were chosen for being strong at district management according to EQUIP-T staff, as indicated by strength of implementing EQUIP-T grants and activities. In these

successful LGAs, there was a wide awareness of the EQUIP-T programme, its activities, their objectives, and the methods and budgets for implementation, as anticipated by EQUIP-T staff. But even these strong LGAs had experienced delays and virements. LGA officers perceive EQUIP-T to have come with a large amount of monitoring and reporting, which has benefits for keeping progress on track but has not been adopted as an approach for the LGA more widely.

6.1.5   Success factors for LGAs' planning and management

When EQUIP-T staff are asked why some LGAs are more successful at planning and management than others, the answers range across the symptoms or indicators of success, with also some explanation of the causes of success. Staff mostly speak specifically of LGAs' capacity with respect to managing EQUIP-T funds, but sometimes also more broad education management. For fund officers, strong LGAs are those which provide fast and detailed reports, and can work on budgeting rapidly with few errors. For regional staff, strong LGAs are those with leading examination results, which complete activities (such as construction) first, and have strong relationships with parents.

The reasons why some LGAs are performing well, as given by EQUIP-T staff, tend to come down to the attributes of the LGA officers, and various aspects of leadership, and thus are not factors affected by EQUIP-T. The strong DEOs are seen as being straightforward (the DEO 'calls a spade a spade', EQUIP-T officer IDI), as speaking openly, as having wider exposure that they can bring to the issues in their LGA, and as being collaborative with a strong and friendly leadership style. Conversely, one such 'strong and friendly DEO' was known to have had bad relationships with some officers because of some decisions and poor communication. Indeed, other officers in the LGA reported that the DEO had made promotion decisions without consultation. Good DEOs are seen as those who make close supervision of resources – allocation of resources according to need, supervision of construction, and checking WEOs' reports. However, again, in one LGA the DEO was said to have allowed a poor performing WEO to continue despite wide criticism of the WEO's low performance.

The leadership role of the DED is also seen as relevant: LGAs identified as having strong management of EQUIP-T are those where the DED is known to keep track of progress with EQUIP-T, ask for feedback, and take action to facilitate smooth implementation. Overall, the officers most involved in EQUIP-T – DEOs, DAOs, and accountants – are seen by EQUIP-T staff as committed, passionate, and willing to learn. Longevity, and lack of turnover of these key roles, is also a factor in an LGA being stronger. Apart from levels of turnover, the other attributes – leadership and commitment – are not factors that tend to change over the course of a programme such as EQUIP-T. These attributes tend to be innate characteristics related to being proactive, and cannot easily be replicated through policy interventions. No examples were found of where EQUIP-T has somehow facilitated stronger leadership and therefore led to more successful LGA education planning and management.

6.1.6   Sustainability: district planning and management

As EQUIP-T funding from DFID was coming to an end, the sustainability of the changes introduced under EQUIP-T was prominent in the minds of LGA officers and WEOs during the fieldwork. LGAs had recently attended workshops with EQUIP-T and regional governments on institutionalising and sustaining EQUIP-T 'best practice', and LGAs had decided whether and which EQUIP-T activities to fund in the 2019/20 budget. Some EQUIP-T officers noted that it was difficult to convince LGAs to budget for these activities because they were accustomed to external financing and had their own problems with own source funding (discussed in Section 6.1.2 above). From the LGA interviews, and according to the views of EQUIP-T staff, it was apparent that given the previous extension to the programme, the government was expecting EQUIP-T to extend again, and LGA officers interviewed

for this study wished that EQUIP-T would consider continuing and transitioning out more gradually. As one district officer said, 'EQUIP-T has done a lot but because we are not prepared to leave EQUIP as abruptly as it is, if you can take at least one year more so that we can orient ourselves to consider EQUIP-T activities as ours and not from the donor' (LGA officer IDI, LGA1).

Despite this, LGAs included amounts from their own source budgets for some EQUIP-T activities in 2019/20. In two of the three LGAs visited, budget is allocated to WEO motorbikes (fuel, insurance, or maintenance), although the amounts varied by a factor of ten. The third LGA has allocated funds to LGA monitoring. EQUIP-T MA data from 54 of the 63 LGAs shows that over TZS 4.1 billion has been put into 2019/20 budgets for EQUIP-T sustainability activities, of which 41% is for LGA monitoring, and the next largest amounts for construction (component 1c), SRP, and teacher in-service training (15%-10% each). Respondents have doubts about what will happen in reality, however – EQUIP-T staff and LGA officers raise questions about whether LGAs will receive the funds to run these activities. One district officer feels that PO-RALG should ring-fence funds for these activities if the government wants them to continue. Overall, it is unlikely that the full funds budgeted will be made available and therefore activities would only be able to continue in a much reduced form. This is disappointing but perhaps inevitable for a programme that introduces new activities with cost implications.

There are EQUIP-T activities which can be considered cost-free to continue: PTPs, IGA projects (without grants), school based in-service training, and the use of the SIS. Some government and EQUIP-T staff are optimistic that these can continue. However, it is recognised that they require management and supervision in order to be sustained, which further requires LGAs to be able to fund school visits (their own or by WEOs). Thus, the continuation of these activities will depend also on the priority afforded to them by LGAs, the extent to which they drive and fund the monitoring of 'cost-free' activities.

DEMs are an activity under component 3 (as opposed to under other components) that LGAs could continue as a contribution to improving education management. Generally, respondents are positive that DEMs can continue – they are seen as valuable, LGAs know how to run them, and they are said to be free or to come with very little cost. However, supporting travel costs to the LGA centre, and the expectation of funding lunch, will become more difficult in a context of lower resources for WEOs. It is likely that WEOs' participation will dwindle when they no longer have a substantial WEO grant (although they will continue to receive a responsibility allowance, WEOs will see a notable reduction in their available resources). Whilst one SQA feels that DEMs were reliant on supervision from EQUIP-T, the SQA in another LGA notes that the regional governments have directed that DEMs should continue and this means that they will. As this study finds that WEOs and education officers see DEMs as useful, there may be enough drive for them to continue in some form, even if less frequently or with less guaranteed participation.

6.2   Support from WEOs to schools

This section focuses on the role of WEOs, particularly the support they give to schools and how this is managed. It begins with a review of how WEOs' actions have changed and what factors have contributed to this. In particular, this relates to changes in capacity, caused by EQUIP-T interventions to build knowledge and skills, as well as the government's professionalisation policy. Within this section are boxes elucidating WEOs' own understanding of their objectives and reporting on what they do on school visits. It goes on to changes caused by the provision of motorbikes and funds, and then looks at the wider government accountability changes that have affected WEOs. Monitoring and management is covered next: how WEOs report up to the district, what the district does with the information, and how district offices manage the WEOs. Finally, the section looks at perceptions of the sustainability of the changes that EQUIP-T has contributed to for WEOs.

Before moving to analysis of the changes, Box 6 introduces WEOs by setting out the objectives of WEOs according to guidance as well as respondents' perceptions. This contributes to the research question on what types of support WEOs provide to schools, with further answers on what WEOs do on visits, how they plan their visits, and the frequency of visits, in the boxes in Section 6.2.1.

Box 6: Objectives of WEOs

There are no comprehensive guidelines on expectations and objectives for WEOs; however, EQUIP-T's WEO grant manual states that the key role for WEOs is coordinating, monitoring, facilitating, supporting, and mentoring the activities in the ward (EQUIP-T MA, 2015a, pp. 2–3).[40] WEOs are seen by LGA officers and WEOs themselves as key to educational improvement, in particular because they are the bridge between the LGA and the school, playing a close management and supervision role on behalf of the LGA. WEOs and education officers report two objectives as most important to improving education in schools: managing academic activities; and building the link with the community. The focus on academic matters relates to ensuring the curriculum is delivered, looking at teaching and learning, and the performance of teachers. The community focus was more prominent in responses from WEOs at endline than from those interviewed for the midline, with many WEOs in different LGAs (and respondents at the school/community level) highlighting this:

> **Interviewer:** So which do you think is most important for improving quality education among the four [responsibilities] you mentioned?

> **Respondent:** For our case it is encourage staff and community because you cannot improve education without direct contact with parents.

> (WEO IDI, LGA3)

Other objectives, broadly in priority order when different WEOs were asked to rank them, include supporting head teachers to be good supervisors, training the SC, dealing with teachers' and pupils' welfare, supervising extra-curricular activities, school finances, the school environment, and infrastructure. Some WEOs see their role as supporting and advising schools to improve through training and mentoring. Conversely, some SQAs feel that WEOs are there only to pass on administrative instructions, whilst SQAs focus on the quality of teaching.

The EQUIP-T programme sees a crucial role for WEOs in monitoring and supporting the activities at the school and community level (including school based in-service training, school management, SIS, PTPs, IGA, and relationships with the community). This coordination role is rarely mentioned by LGA or WEO respondents; when prompted, WEOs themselves rate this as an objective of lower importance compared to other objectives. The school-level study confirmed that WEOs have delivered PTP and SC training and attended school-based in-service training. Monitoring EQUIP-T activities is emphasised as a part of WEOs' reporting to the LGA, and samples of WEO reports and DEMs seen for this study all had a large focus on these activities.

6.2.1 Changes to WEOs' support to schools

District-level respondents and WEOs perceive WEOs as giving better support to schools, as visiting schools more often, and generally as being more motivated than a few years ago, which is in line with the programme's expected outputs and outcomes. The extent to which this support has improved is ambiguous: certainly the frequency of visits has increased, but the quantitative survey one year earlier actually found that fewer HTs and teachers gave the most positive ratings to their WEO than at midline. There had been substantial turnover between 2016 and 2018 due to the qualifications policy, which likely affected the performance of WEOs.

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[40] These activities include monitoring school-based activities, supervision of resource distribution, school planning, school minimum quality levels, in-service professional development, and administrative reporting, amongst others.

Three main drivers of change in WEOs' performance as perceived by district responses are related to up-skilling from EQUIP-T training, the WEO grants, and public sector accountability. These are well summarised by one DAO:

> **Interviewer:** Why do you think WEOs are now capable of managing and supporting schools unlike previously, as you mentioned?
>
> **Respondent:** There are two factors which I personally see. First, there is a huge positive change in responsibility and accountability in public sector; especially after the start of fifth governmental regime; this has been like a catalyst. People are now serious with their duties and responsibilities. Short of that you will be demoted or chased out of the office immediately.
>
> The second factor is capacity building which has been done. It has helped WEO to understand their duties and why they should get those duties done. Capacity building has been very fundamental because WEOs have been trained in many areas to strengthen their managerial capacity; because previously WEO were given duties to attend while they do not have clear knowledge and capacity to attend those duties so he/she cannot manage to fulfil the duties.
>
> The third factor that I see is facilitation that has been provided to WEOs to fasten their movements. They now move easily and fast in attending their duties. Previously, this was a big challenge because a WEO can have 10 schools in his/her ward and the distance between schools is about 10km; how could this WEO reach these schools effectively? But nowadays they have been facilitated in so many things like responsibility allowance; means of transport with fuel and services allowance; training to add knowledge on what they manage; so they are capable and motivated and they can deliver.
>
> (DAO IDI, LGA2)

The rest of this section covers these three major drivers of change in WEOs' support to school: increases in capacity and skills due to training, as well as the government's WEO professionalisation policy; facilitation by means of the WEO grant and motorbikes; and increased public sector accountability.

Changes in WEOs' capacity and skills

WEOs place strong emphasis on how they now have a better understanding of their role and how to support schools. An overarching view is that whilst previously WEOs knew what their duties were, they only had prior experience as a head teacher to draw on, rather than any instruction or training on how to actually fulfil their roles. WEOs feel that EQUIP-T, through routes including training and DEMs, has showed WEOs how to do their job. As one WEO said when asked what has changed for WEOs in recent years, 'School visits and supervision, we have normally been visiting schools but knew nothing about what to do when we get to schools, but nowadays we are familiar' (WEO IDI, LGA3). An outline of what WEOs do when they visit schools is given in Box 7.

Box 7: What WEOs do on school visits

Many WEOs report they spend the largest share of their time on supervising and giving advice to head teachers. The quantitative survey similarly found that 61% of head teachers reported that WEOs provided support or advice on their last visit. This is followed by monitoring academic matters, with similar details mentioned as in the midline study: schemes of work; timetables; lesson plans; checking exercise books, class journals, and subject log books to compare with the timetable and lesson plans; checking that exercises and homework have been given and marked; looking for teaching aids; and finally listening to teachers explain the challenges that they face.

Other routine activities which receive less time are organising community meetings, checking activities (such as IGA and PTPs), and the school environment. WEOs also carry out ad hoc tasks such as organising exams and coordinating teachers' leave. These responses accord with the quantitative survey in which the most common activities were checking school records, bringing exam papers or supervising exams, and checking teacher records. As with midline, some WEOs spoke of 'checking the 3Rs', which means speaking to individual pupils to confirm they can read and write. In one GI, WEOs recall more participatory activities, such as bringing teachers together for the academic teacher to run a session or the WEO giving training on something like financial reports, or bringing head teachers together to share challenges and solutions.[41]

The SLM training targeted at WEOs and head teachers is felt by WEOs to have improved their understanding of how to supervise the school and how to check the head teacher is correctly supervising the school. This training is credited with building WEOs' capacity in administration and management matters, as well as their ability to develop a workplan (see Box 8). Training through other EQUIP-T components is seen as important to establish what should be done in schools and therefore for WEOs to adequately supervise and support this:

> **Interviewer:** Are there any other changes in things you do when you go to school, that are because of EQUIP?
>
> **Respondent:** Yes […] The close supervision of 3Rs. I was a WEO but I barely knew anything. […] I have learned how to assess teaching and learning, for example, how do you assess something you don't know? But with EQUIP-T I am trained to professionally assess teaching.

> (WEO IDI, LGA2)

Box 8: How WEOs plan their visits

Compared with midline, there is more emphasis by WEOs on having an annual work plan. WEOs state they create their own work plans based on a combination of inputs: a job description from the office, such as in their appointment letter; the regional strategy which flows down to a district strategy; schools' individual development plans, reinforced under EQUIP-T's SLM training; and the Open Performance Review and Appraisal System (OPRAS). The OPRAS sets targets for the LGA, which are passed down to WEOs and determine core activities for all WEOs which can be planned month by month.

In addition to this workplan, WEOs may conduct unplanned visits due to directives coming down from higher levels which need to be implemented in schools, or due to emergencies (such as flooding or injured pupils).

Whilst WEOs talk about their annual plans, there is some ambiguity on how these are used in practice, with many implying they make impromptu decisions on what to do on a school visit. One WEO said they use the schools' weekly reports to decide which to visit. Others stated that they follow up on what they did last time, and that they might rotate issues to focus on (such as academic, administrative or finances, and school environment) but 'it is not systematic' (WEO GI, LGA3).

The increased focus on the community relationship as a core objective of WEOs (discussed in Box 6) corresponds with WEOs' view that EQUIP-T has taught them how to build a stronger link with the community to seek community engagement. Meanwhile, the more frequent visits to schools and communities is seen as contributing to a better relationship between the WEO and community. Responses at the school/community level also find that community members approach WEOs with problems and hear WEOs speak about the importance of education at village meetings, reinforcing the strong communication between WEOs and the community.

Some EQUIP-T staff hold the view that the SLM training has taught WEOs how to communicate effectively with teachers. They speak of WEOs working in a more friendly way, as a coach or mentor

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[41] This is an example of ward-level COL encouraged by EQUIP-T – bringing HTs within a ward together to learn from one another.

rather than a policeman. This was similarly supported by one SQA, who emphasised the impact of training on not using harsh language with teachers: 'EQUIP-T advised [WEOs] to use polite language but not wolf language' (SQA IDI, LGA3).[42]

WEO CPD

WEO CPD was introduced by EQUIP-T in mid-2018 and is intended to be a one-hour 'WEO CPD session' held monthly, on the same day as the DEM. This session is on a topic selected by WEOs, and is facilitated by an education officer, SQA, or experienced WEO. In practice, this study finds the implementation of WEO CPD has been mixed but that the ethos of collaborative learning is certainly in place, though often through the DEMs rather than as something standalone. Overall, respondents even within an LGA give different answers on who exactly organises and facilitates CPD, and when it takes place. This ambiguity is linked to an interpretation of 'CPD' as any training (and training with an external facilitator which makes it more official and formal), whilst more regular information and knowledge sharing is taking place during DEMs. Thus, whilst clearly some CPD is taking place, the understanding and experience of it is not the same for all who should have some involvement in it – WEOs, officers in the education department, and SQAs.

In all three LGAs, WEO CPD was initially rolled out with WEOs submitting forms stating which topics they would like to receive training on. Topics were then selected and arranged in a timetable; however, in one of the three LGAs respondents confirmed this has never been implemented. Thus, the rest of the findings on WEO CPD are specific to only two of the LGAs.

Respondents in the LGAs with CPD gave different descriptions of it: for some, it was as a day conducted ahead of the DEM; for others, just a topic discussed within the DEM. Some understood CPD to mean a deeper topic for WEOs to investigate without LGA staff there. In both LGAs, a facilitator is found for the technical matter, and sometimes that facilitator is a WEO. In one LGA, the training session is organised by the chair and secretary of the WEO, along with the DEM coordinator, who is the audio-visual education officer. In the other LGA, some respondents said the EQUIP-T coordinator organised the CPD; the coordinator, however, said it was all organised and delivered by district information technology officers since the topics were all on computer literacy. It is thus ambiguous as to what is actually happening. According to EQUIP-T staff, the SQAs are expected to be involved in organising WEO CPD. In practice, this study was told that SQAs collected the topic forms, but where sessions are organised it was not by the SQAs.

Respondents largely agree that the main topics were around data and using the SIS tablets and computer literacy, for example Excel; other topics mentioned were school quality assurance, projects such as IGA, academic camps, OPRAS, writing reports, managing school resources, and dealing with truancy. However, there is ambiguity between which of these are 'light touch' sessions included in DEMs rather than something more structured.

The benefit of CPD is bundled together by WEOs with other capacity building and knowledge sharing taking place through DEMs and more formal training. It is recognised as a way of helping WEOs gain knowledge on areas they are inexperienced in, especially when they are new to the role, and the demand-driven nature of the topics means it is relevant to WEOs' needs. Furthermore, the opportunity to be the facilitator builds WEOs' own understanding: 'But also it has helped me to mentor others, I have mentored many on that and then it has helped to build more experience for me' (WEO IDI, LGA2).

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[42] Wolf language is interpreted by the evaluation team to imply barking aggressively at teachers.

WEO professionalisation policy

Factors other than the EQUIP-T interventions are also seen as changing WEOs' performance. The WEO professionalisation policy is one such factor. The policy, announced in 2017, required that all WEOs should have a degree (rather than a certificate) by the end of September 2019. All three LGAs have implemented this differently: one implemented the change when it was announced in 2017; another implemented it earlier, in anticipation of the announcement; and the third had yet to implement it when this study was conducted in May 2019 and instead was encouraging WEOs to upgrade their qualifications. In the LGAs where this has been implemented, around 70% of WEOs were changed, and the higher qualification is seen by education officers as producing WEOs who write better reports, and are more effective and efficient. Mostly, district officers believe the new WEOs are performing better than those who were demoted. For one EQUIP-T MA staff member, the change is about signalling rather than just skills – WEOs may now manage secondary schools and colleges so they need to be seen as at least as well qualified as the heads of those institutions.

District and EQUIP-T staff do recognise that some WEOs with certificates rather than degrees are highly effective, and that years of experience can matter as much or more than the qualification. One LGA officer estimates that around a quarter of the WEOs who were demoted had been performing well. This argument is the reason why the third LGA has not yet implemented the policy and is instead giving WEOs time to complete degrees. The turnover of WEOs was not mentioned by respondents as particularly disruptive; instead, the regular DEMs were taken as an opportunity to orientate new WEOs.[43]

Facilitation from the WEO grant and motorbikes

The provision of motorbikes and a monthly WEO grant has had a substantial effect on school supervision by WEOs. WEOs and education officers suggest that these provisions under EQUIP-T have led to closer monitoring and supervision, such that WEOs can more easily fulfil their duties and respond to emerging priorities flexibly and quickly. Specifically, the grant and motorbike mean WEOs visit schools more frequently (see Box 9). Some say this means WEOs can visit more schools in a day, others say they can spend longer in a school – either way, they are no longer limited by lack of transport. This closer supervision of schools is felt by one head teacher and education officers in all three LGAs to have contributed to teachers performing better, particularly by keeping teachers alert rather than allowing them to become lazy, and it also means WEOs can attend meetings at the school locality, which improves the relationship with the community. This was reinforced by findings from the school/community study. WEOs are also now more able to go to the LGA to report information, and by visiting schools more easily the SLOs feel they can get more information about what is happening at the school level.

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[43] EQUIP-T MA note that this required some diversion of EQUIP-T resources in order to capacitate new WEOs and ensure continuity.

Box 9: Frequency of WEOs' visits

The quantitative survey, and perceptions from respondents in the qualitative study, confirm that WEOs are visiting schools more often than at the start of the EQUIP-T programme. The quantitative endline found that 69% of schools have received 12 or more WEO visits in the previous school year, compared to 36% at midline and 9% at baseline (OPM 2019a). In interviews for this study, WEOs have a tendency to say that they visit schools on average at least once a week; however, evidence from the school log books suggests the actual average is less than once every two weeks.[44] In one school log book, this study found the WEO had visited twice in the last four months, and yet the head teacher continued to say the visits were actually weekly, but the WEO chose not to record these in the log book. Given the log book is the main evidence of a visit, used for accountability, this is quite surprising. WEOs tend to have between two and eight schools, so the frequency of their visits to individual schools depends on the number of schools. LGAs are working to different directives: in one LGA, respondents agreed that WEOs should visit each school twice a month, but officers in other LGAs report an aim of once or twice per week, and if a WEO has only two schools then the frequency should be almost daily. EQUIP-T documents give inconsistent guidance on how frequently schools should receive WEO visit.[45] WEOs report their visits to be of varied lengths – some spend a whole day assessing teachers in one school, others report visiting each school for one hour, or very briefly just to drop something off and count attendance. The quantitative survey found that 56% of the most recent visits to schools were less than one hour in duration (OPM 2019a).

In addition to making visits easier, the grant is sometimes used for other purchases. WEOs use the grant for stationery and secretarial support, which allows them to write more detailed reports for the LGA. The grant pays for a food allowance to attend the DEM (so DEMs are not entirely 'zero-cost'). Some WEOs report that they use the grant to provide incentives to teachers (such as snacks and food for examination camps), and this helps to mark themselves out as a leader and give confidence. Some of these uses are outside of the guidelines initially provided by EQUIP-T (EQUIP-T MA, 2017b).

Figure 14. WEO motorbike

The government introduced a responsibility allowance for WEOs in 2016,[46] and this is often spoken about in tandem with the EQUIP-T WEO grant. For WEOs, the provision by government is seen as recognition of their position and a boost to morale. In comparison, one DEO sees it, along with the WEO grant and motorbike, as contributing to pressure on WEOs to fulfil their duties, in a way that they now have 'no room for excuses' for not performing.

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[44] The quantitative endline found an average number of 19 visits in the previous year.

[45] EQUIP-T manuals give different instructions. For example, the LGA Programme Implementation Guide states 'there will be an expectation that they will visit all schools at least twice a week (EQUIP-T MA, 2017b, p.51), whereas the WEO grant training guide states: 'WEOs will need to visit schools regularly (at least twice a month) unless the number of school is too large' (EQUIP-T MA, 2015a p.6).

[46] The responsibility allowance is TZS 250,000 per month and part of *elimu bure* payments. The EQUIP-T WEO grant is, on average, TZS 620,000 per quarter, just over TZS 200,000 per month.

The following discussion with one WEO demonstrates the cumulative effects of EQUIP-T interventions for some WEOs:

> **Interviewer:** What kind of the training did you receive and what type of things you now feel you know how to do better?
>
> **Respondent:** Personally, the training has strengthened my confidence such that even when I set off for working, I have knowledge, I have been trained on how to supervise teachers and improved my morale when training these teachers because of the WEO grant and I am confident that wherever I go there I have the motorcycle that has enough fuel. All these have motivated me to work hard […] Sometimes during the visits, I can decide to provide incentives to teachers in form of money and tell them that you can go and have a good breakfast or buy them sugar for their tea […] This has made me to love my work. I do feel like the government has valued me. Personally I have gained morale to work.

> (WEO GI, LGA2)

Public sector accountability

As with the findings at midline, the increase in accountability across the public sector is still seen at endline as a factor in changing performance of WEOs. The government elected in late 2015 is felt to have brought greater pressure to fulfil duties and deliver results. As discussed in Section 6.1.3, each level of the system feels more pressure and passes that down, and ultimately the LGA is pressing for more results from WEOs and schools. Respondents from the education office, planning office, and WEOs, down to the head teacher, all mentioned this. On the other hand, WEOs acknowledge that the motorbike and grants facilitate their ability to fulfil their duties – accountability puts pressure on them to perform, the transport means they *can* perform. This nexus between the two changes is illustrated by the discussion below:

> **Interviewer:** Do you think [WEOs are visiting schools more now] because they have the motorcycles or is there more pressure and supervision of the WEOs compared to the past?
>
> **Respondent 1:** I think the techniques of working are different compared to the past and you find that making a follow-up has increased to a big extent. Having a motorcycle doesn't make you visit the school but instead the duties you are supposed to perform do and when it comes to how to get to the school, then the motorcycle is available such that you cannot fail to perform your duties.
>
> **Interviewer:** Weren't there duties in the past?
>
> **Respondent 1:** Yes, they existed but how they were supervised and assessed brings the difference. You can be a leader who doesn't make a follow-up but when there is a force making you see that you have to perform certain duties, there is a rise in the performance that ends up changing you. […]
>
> **Interviewer:** [Respondent 2], what is your opinion on this?
>
> **Respondent 2:** All that has been said is correct. I will just add on by saying that indeed the ways of working have changed not only because of the motorcycles even though we cannot ignore it since it has brought easy movement. Even if there would have been good administration and pressure without transport, it wouldn't have been easy to move from one area to the other. More also, in the matter of the administration, the government we have now requires you to work really hard.

(WEO GI, LGA3)

6.2.2   Monitoring and management of WEOs

WEO reporting

As the bridge between the LGA and the school, WEOs have an important role in reporting to the LGA. District officers and WEOs confirm that WEOs provide routine monthly reports, in some cases weekly reports, quarterly reports, and emergency reports, as demanded from more senior levels. However, the exact contents of these different types of reports varies, according to the responses. Topics apparently include statistics on pupils and teachers, teaching performance, timetable progress, progress on activities considered to be EQUIP-T programme (IGA, PTP), as well as construction, successes and challenges, and WEOs' activities in the former and upcoming month. On reviewing a small sample of reports, this study found that whilst there is sometimes a similar structure, there is great variation between the reports even within one LGA. In addition to reports, WEOs provide information to the LGA through phone calls, email, SMS or WhatsApp message, and letter.

According to district officers, WEOs have improved at writing reports over recent years. A good report is seen as one having detail, being longer, and containing photos. For one DEO, the improvement is linked directly to WEOs now being better educated (having degrees); however, other education officers and WEOs point to factors linked to EQUIP-T. The routine presentation of reports in DEMs is one way that WEOs learn from the good practice of their peers, and DEMs can be used specifically as facilitators to train on writing reports. In addition, EQUIP-T's introduction of reporting templates and an expectation of sharing this each month means that 'reporting is now a serious business' (WEO IDI, LGA1). WEOs also recognise the role the WEO grant has played in improving reporting, using the grant to pay for secretarial services, so allowing a more substantial report to be produced more easily.

Given the large quantity of reporting, requiring WEOs' time and resources, it is important that the reports are useful and used. When asked about how the reports are used by the LGA, there are some fairly broad answers and some very specific ones. The LGAs visited for this study organise their wards into groups, and each education officer is a 'ward guardian' (*msimamizi wa kata*) with responsibility for one group of wards, reading their WEOs' performance reports first, before the DAO merges them all. This study infers from interviews that the reports, as presented at DEMs, are used more than the written reports themselves, as LGA officers refer to DEMs more readily than the written reports in terms of how they hear about what happens in the schools. Examples of specific issues that the LGA might follow up on include discipline for teachers' underperformance, and mobilising the community through the Councillors' Assembly to resolve pupil truancy. Statistical data is used in planning, such as reallocating teachers and building desks.

Performance management

Districts' management of WEOs' performance, in terms of defining goals, and collecting information related to these goals, benefits from some systems but lacks a coherent strategy. Few changes in performance management are perceived by respondents. However, some aspects surfaced more than at the midline study: the importance of OPRAS, the use of 'ward guardians', and the peer support network WEOs provide to one another.

The OPRAS was highlighted in all three LGAs as the main tool to measure the performance of the LGA, WEOs, head teachers, and teachers.[47] One SLO explained that although introduced for the education cadre in 2006, OPRAS was revised in 2016 to align the timings with the academic year in response to objections from teachers' unions. This SLO felt that WEOs are now more aware that OPRAS is used for promotions so it is taken more seriously, a view reinforced by references from other respondents. The OPRAS was not mentioned by WEOs or education officers at midline (including in the same LGAs), indicating an increased focus compared with 2016.

For some LGA officers, the measures of a WEO's performance relate directly to output and outcome information for their schools. Indicators such as examination results, and pupil and teacher attendance are seen as indicative of school quality, the improvement of which is ultimately the objective of the WEOs. However, when probed further, education officers recognise that a school could be doing well because of a good head teacher or teachers, and meanwhile the WEO may not be performing well, or vice versa. Other indicators of good performance include the quality and timeliness of reports, and feedback from school level on the WEOs' support. When asked what makes a great WEO, the word 'creative' was used; such an individual should also be committed and use initiative, and have underlying capacity and skill, as well as innate leadership talent.

In terms of collecting information on WEOs' performance, reports from WEOs at DEMs are seen by LGA staff as the main source of information. This is where LGA officers give solutions to WEOs. DEOs say they conduct school supervision visits, which include seeking feedback on WEOs from schools, and LGAs have used the EQUIP-T monitoring grant to fund this. At the same time, school visits by the LGA can be used as support to the WEO, by following up on issues at schools, such as poor-performing teachers. However, this study also heard that these visits are not as regular as hoped for, due to lack of resources. Although SQAs do not specifically report on WEOs, their reports on schools may be used by the LGA to get feedback on the WEO. Despite this, one example given to this study was of a report from a SQA which highlighted a WEO with very poor performance,[48] and yet the DEO had not taken any action to improve the WEO's performance.

Reinforcing the varied nature of performance monitoring, one DEO feels that 'triangulation of information' about WEOs is important, with additional techniques such as checking their log books for information on mileage and school visits, as well as getting reports from visits that WEOs make as a group. This DEO explains that EQUIP-T has promoted the idea of close monitoring and using statistics for follow-up.

Another mechanism for managing WEOs which emerges more prominently than at midline is a system of having 'ward guardians': each of the education officers are responsible for a small number of wards and WEOs. These provide the first point of contact and support for WEOs, and in one LGA they apparently write a monthly report to the DEO to summarise and verify the situation within their wards' schools. These guardians allegedly act as a layer of accountability and competition whereby each guardian wants to make sure their wards are performing well. This system has been in place for 10 years in one of the LGAs visited, so the greater prominence of this at endline could relate to the enhanced focus on WEOs in the endline interviews, or a more active use of the system in recent years.

Finally, a theme which surfaces in this study is the collegiate nature of support between WEOs. Elements of this in one LGA include WhatsApp groups, and regular informal meetings for them in the LGA centre. In all three LGAs, examples were given by WEOs of WEOs going to visit schools together

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[47] The OPRAS sets goals which are used to assess individuals at the end of the year. Each WEO receives a performance rating, and these are submitted to the TSC for promotion assessments.

[48] Such as not visiting schools.

as a group. Sometimes this is in response to a specific problem (such as an insubordinate teacher) so the group of WEOs helps to resolve the issue. One LGA apparently has a timetable for these group visits. WEOs speak about these examples as being helpful and motivating.

6.2.3   Sustainability: WEOs

WEOs speak very positively about the ways EQUIP-T has changed their work and, as a result, they generally want the interventions to continue. WEOs feel that training needs to continue both because they would benefit from refresher sessions but also because policies will inevitably change and they will need to understand those changes. One WEO suggests that even though the programme will come to an end, a platform should continue for clarifications on EQUIP-T components. However, WEOs feel that even if EQUIP-T does end, they still have the knowledge and skills they already gained from training, so they can continue to perform the job in the same way, and can even train new WEOs if there is turnover.

There are mixed views on the need for WEO grants. These are seen as needed for WEOs to continue to be the bridge between the LGA and schools. Most WEOs express concern about the grants ending; they doubt that they will receive any money once EQUIP-T has ended, and for one WEO this has 'punctured morale' (WEO IDI LGA1). Two of the three LGAs visited have included a provision for fuel and maintenance for WEOs in the 2019/20 budget but DEOs are doubtful of this coming reliably. In any case, the provisions are much lower than the amount given by the EQUIP-T WEO grant. An alternative view given by some WEOs and district officers is that WEOs do not need much because they already receive the responsibility allowance from the government, and in other regions WEOs have been managing with the responsibility allowance alone. Two DEOs argue that WEOs will continue visiting schools because they know it is their obligation. However, most WEOs think they will not have enough resources to continue the visits as they have been doing, and with less funds, WEOs say they will prioritise fuel over maintenance. There may also be some disquiet regarding using the responsibility allowance to pay for their duties if they did not have to use it this way in the past.

6.3   Conclusions

The study is based on fieldwork in districts which were identified by EQUIP-T staff as being successful; however, as there is little subjective data to verify and explain this, the findings of this research are not always able to indicate what success definitely looks like or why it has occurred. In these cases, EQUIP-T has been effective at building awareness and understanding of LGA officers of education issues, at introducing DEMs as a method for collaborative and efficient education management, and in empowering WEOs and facilitating them to visit schools more frequently. However, the programme has been less effective at building broader capacity for education planning in the district. The interventions targeted at WEOs were particularly relevant given their limited training or information on their roles and resources for school visits in the past. In terms of sustainability, the capacity that has been built is likely to persist, and the use of DEMs is one way to continue maintaining this capacity even with turnover. However, limited funding for WEOs will affect the frequency of school visits and the attendance of WEOs at DEMs.

The LGAs visited were selected because EQUIP-T staff identified them as successful cases, where it could be expected to find the best practice and the strongest success stories. The reality in these three LGAs shows mixed achievement of the component 3 interventions on improving district planning and management, and given that these were identified as success stories, it means less achievement might be expected elsewhere. The rest of this section concludes the main findings for the district level and then WEOs, setting out where there has been success and why, and if not, why not. This is followed by a discussion of the sustainability of the key activities under component 3.

How and why have some districts been successful in strengthening education planning, scale and use of resources, and management? How did EQUIP-T contribute to this? What feedback does the district have on the EQUIP-T training, mentoring, and direct grants?

EQUIP-T has been relatively unsuccessful at building the general capacity of LGA officers in planning and budgeting; this is not a surprise given the programme's shift in focus towards implementation through LGAs rather than capacity building, and in this regard the programme was able to implement a substantial volume of activities through government systems. The simplicity of the EQUIP-T budgeting process for LGAs actually went against providing an opportunity to put strategic and annual planning into practice. The success of LGA grant implementation is related to the close monitoring and support given by EQUIP-T staff, and government officers recognise the benefits from this type of monitoring, such as catching problems early. However, whilst the government regime is also contributing to an increased culture of monitoring and accountability, it is not likely that LGAs (or higher levels of government) will adopt the same types of performance and financial monitoring as used by EQUIP-T, undermining the chance of lasting improvements in education management.

The fact that the early efforts to build strategic planning and management capacity have not had a lasting notable effect may reflect the fact that the content of this training was not well designed for the context. For some officers, they knew these techniques already; for others, there is such little room for effective prioritisation and planning in the budget that they cannot put the theory into practice.

On the other hand, one of the main successes in the cases visited is in raising awareness of education issues across the different departments and self-reported improvements in the understanding of some specific issues by officers within the education department. This has come in part from the LGAs' role in implementing activities under the other components, which has required orientation and hands-on management from LGA officers. The intended transparency and simplicity of the EQUIP-T budgeting process has also been successful in allowing efficient budgeting and implementation; this is well understood across LGA officers, as intended by EQUIP-T.

Although some form of meetings existed before, more regular and structured DEMs have improved the interaction between WEOs and the education department in these LGAs, which is critical to the LGA getting reliable information from the schools. DEMs have allowed issues to be resolved quickly, as well as strengthening the relationship amongst WEOs and motivating WEOs – their experience is valued and listened to as participants and facilitators. They have also been a platform for WEOs to learn from each other and from experts on their responsibilities and how to manage specific tasks. The intended strengthening of relationships between the education department and SQAs is less evident.

How and why have some WEOs been successful in strengthening their monitoring and advisory support to schools? How did EQUIP-T contribute to this? What feedback does the district have on the EQUIP-T interventions?

EQUIP-T has been very effective at empowering and building the capacity of WEOs in these LGAs. WEOs now have a better understanding of their responsibilities, how to implement them in practice, and how to plan their work. This has come from a combination of initiatives, including training on WEOs' roles, SLM training under component 2, and more recently WEO CPD and the sharing aspect of DEMs. Whether through a designated 'WEO CPD' session or discussing issues and specific topics in the DEM agenda, responses suggest there is a culture of sharing and a COL, as the programme intended. At the same time, the government's professionalisation policy has led to a large turnover of WEOs, which has meant better qualified – but often less experienced – WEOs have been appointed. Their higher qualifications are seen as a benefit but the regular methods of CPD (including DEMs) have also helped orientate these new WECs and build skills.

At the same time, WEOs have been able to visit schools more easily due to the motorbikes and WEO grants, giving more regular support to schools and increasing the effort of teachers (as they know they are being supervised). This aspect of WEOs working harder is partly attributed to the government's emphasis on hard work, yet the motorbikes and grants were necessary to allow this to happen. The training from EQUIP-T, WEO grants, and the government's responsibility allowance have all contributed to WEOs feeling more motivated and confident in their work.

The interventions for WEOs met specific needs and led to the expected outcomes. Many WEOs had not received any other training since being appointed (some for many years), and were expected to meet the needs of the role based on a letter of appointment and their previous experience. Structured training around their responsibilities, and how to fulfil them, was needed and thus was very relevant to improving WEOs' support to schools. The later introduction of more regular and informal platforms – the COLs through DEMs and WEO CPD – allows WEOs to tackle challenging topics without waiting for formal training, and mitigates the problem of the high turnover of WEOs.

Across the EQUIP-T interventions targeted at districts and WEOs, what do districts feel should continue and why? What will continue and why? What should change?

For district staff and WEOs, these officers feel that the things they have learned – how to monitor and support schools, how to run DEMs – are not lost with the ending of EQUIP-T, and therefore they can continue to use the best practices they have learned. Some WEOs and district officers expect WEOs to continue the level of school visits even though the grants will stop (or fall in value, if the LGA provides its own budget for WEO grants). However, the motivation to continue this is more questionable, particularly in a context of no specific (and certainly lower) allowances to motivate WEOs to visit schools and attend DEMs, and without a top-down directive that some practices should be continued. Although this study did not assess the sustainability of practices from the point of view of central government, it is likely that the will to continue practices established by EQUIP-T will depend on individuals' commitment and leadership, and be at risk from high staff turnover. These good practices have not had long enough in place to be fully seen as the government's way of doing things; they are still seen as 'EQUIP-T' practices. Thus, the continued implementation of DEMs, WEO CPD, and monthly performance reports from LGAs is recognised as valuable by many but will depend on the drive and actions of a few key leaders in government, as acknowledged by staff at EQUIP-T.

Districts have budgeted to continue some of the initiatives which were previously funded by EQUIP-T, signalling some degree of ownership of the activities. Specifically for component 3, two LGAs visited for this study had included a budget for running WEOs' motorbikes. This shows these LGAs' recognition of the importance of WEOs to school improvement, as bridging the relationship with the LGA, and being the day-to-day support and supervision for all other activities expected from schools. On the reverse side, the amount budgeted is far less than provided under EQUIP-T, access to the full amount is in doubt, and not all LGAs have budgeted for this. In effect, this means that WEOs are unlikely to sustain the level of activity and support to schools, and their role in education management, that they have been during the period of EQUIP-T implementation.

7 Conclusions

This chapter brings together the findings from the qualitative study to draw conclusions on the community engagement component, the teacher in-service training, and the district management component at endline. As the programme comes to an end in January 2020, the report is intended to promote accountability and lesson learning for DFID and the Government of Tanzania.

The qualitative study builds on and complements the quantitative endline to provide more in-depth explanation of implementation of the community engagement component and to explore the positive quantitative findings of the contribution of in-service training to learning outcomes. It also provides a more detailed picture of the district management components of the programme that were not studied in the quantitative endline. Broadly, across these topics the key questions addressed were as follows:

- For community engagement – given that the government has adopted PTPs to scale up nationally, what has contributed to success in schools/communities that have been successful, and what has this success looked like?
- For teacher in-service training – as the quantitative endline study finds that the in-service is likely to have made the largest contribution to improved learning outcomes, how have teachers found the training useful in their practice, and what challenges do they continue to face?
- For district planning and management – how have the interventions been effective in strengthening the planning and management in the districts and the support given by WEOs to schools, in successful cases?

Across all three components, the qualitative research has also led to findings on implementation challenges and design issues relating to the underlying assumptions of the interventions, and addresses questions of sustainability (since the DFID funding is ending).

The qualitative research involved two separate and concurrent fieldwork studies. The research questions on community engagement and in-service training were answered with fieldwork in six schools selected as having a relatively positive experience of PTPs. For the district-level questions, fieldwork took place in three LGAs selected for positive experience with these components, according to EQUIP-T staff. Thus, the findings are based on successful cases and may not represent the typical experience of beneficiaries of the programme.

The rest of this chapter presents the conclusions for these three focus components separately – community engagement, teacher in-service training, and district planning and management – followed by recommendations for the Government of Tanzania.

7.1 Conclusions on community engagement

Even though schools were selected to analyse best practice, this study finds variable evidence of what best practice means in each of these schools. The study reveals a number of ways in which the establishment of PTPs, training for SCs, and the introduction of PTP and IGA grants have contributed to small improvements in the engagement of the school and parents or the wider community. PTP members express enthusiasm for their role and the importance of their work in engaging parents and supporting the implementation of the grants. However, the evidence does not point to a step change in the broader relationship between the school, parents, and the wider community. Even in schools that report having PTP meetings more often than the average and where the PTP has taken at least one action, the report concludes that the meetings and actions have been taken to comply with guidelines rather than to engage with parents and community on the key challenges in the school, improve accountability, address fundamental challenges, such as pupil absenteeism, and improve learning

outcomes in a sustained way. There is a combination of reasons for this. One is the limited training provided for the PTP – although SCs report finding training on their own roles to be helpful and report that they are more active in their roles. The reliance on head teachers to train PTP members was an unrealistic expectation in the design. Another reason is the lack of awareness and momentum built around the PTP's work. Parents still do not know about the PTP, especially parents who live far away from the school. Others do not feel like their opinions are communicated to the school, which indicates that the PTP has not bridged a gap between the school and parents. Some parents who do know about the PTP see it as a sub-committee of the SC and a group focused on pupil absenteeism. The final reason is the sheer difficulty of changing a relationship entrenched in challenges of poor communication, fear of judgement, and different perspectives. It is perhaps not realistic to expect a step change in the relationship.

Although generally PTPs and SCs are seen to complement each other – especially where a strong head teacher facilitates this – there are many indications that the PTP performs, or emphasises, a set of functions of the SC. The strong emphasis on pupil absenteeism is a clear example – since parents, SC members, and PTPs all point to this as a role for both the SC and PTP. In this case, the benefit may simply come from a case of 'more hands on deck' – more community members (PTP parent members) subscribed to the importance of education and spreading this message to other parents. As the challenges of the low attendance of children in school and parents at school meetings, and the lack of trust, transparency and communication between the school and parents persist, it is evident that the PTP and SC have not improved the relationship between the school and community significantly.

Both the PTP and IGA grants are recognised as reinvigorating community engagement with respect to school development, which is encouraging. The grants provided an opportunity to reach out to parents and community members and request their support. In the case of PTP grants, although parents and PTP parents usually had little say in deciding what to spend the grants on, PTP parents have been involved in implementation and feel proud of what they achieved – such as running learning camps for pupils taking examinations. Similarly with the IGA grant, parents and the PTP were not always consulted on the choice of projects but PTPs have participated in implementation. The IGA grants have engaged wider parents who were asked to contribute (by providing manpower, for example) and some parents who come to the school to visit the project. Parents generally feel the IGA projects benefit the school and community by providing a necessary activity (such as a milling machine) as well as an income for school development (such as school materials and food for pupils). In schools where there was more collaboration in developing the IGA business plan, attributed to the leadership of the head teacher and village leaders, the IGA projects tended to be more successful.

In terms of sustainability, PTP members want to continue working to support the school and reduce pupil absenteeism; however, they feel they need some sort of support from EQUIP-T (or the government) in order to sustain this. They want more training and financial support to sustain their activities and share knowledge with newer members. The study did not find that manuals provided by previous rounds of training were used, which indicates that it is not credible to expect participants from a training round to self-sustain the energy and practices without some kind of re-emphasis – a flaw in the design. Thus both PTP members and SC members want to receive continued training, and responsibility for providing this is not clear. This study would have expected WEOs to continue training SCs and PTPs as new members are elected. The fact that this has not been happening (instead, members have relied on informal peer-to-peer learning) indicates that WEOs are unlikely to do this in the future, even though many WEOs say they will continue to provide training. Furthermore, this study corroborates the findings in previous rounds of the quantitative and qualitative evaluation that allowances are a considerable factor in motivating participants at training, and that WEOs and head teachers are reluctant to organise training for SCs or PTPs without some funds, at least for refreshments, to incentivise attendance.

7.2   Conclusions on teacher in-service training

Teachers' perspectives on the usefulness of the in-service training help to explain and elaborate the positive results from the quantitative endline. This earlier study found an attributable impact of EQUIP-T on learning outcomes and concluded that the in-service training was likely the largest contributing factor. This qualitative study investigates how the training has contributed to improved teaching, and ultimately learning, and the responses of teachers in the schools sampled here give an indication of teachers' positive experiences. Teachers find the in-service training to have supported their classroom practice and are enthusiastic about what they have learned from the training. Teachers report they have learned the value of lesson preparation, including making lesson plans, which in themselves are an aid to the critical evaluation of their teaching. Many approaches identified by teachers as participatory were said to be helpful in improving teaching practice, classroom management, and pupils' learning. These approaches include singing, group work, question-and-answer techniques, and story-telling. Across these methods, teachers now feel they have a range of approaches to choose from, allowing them to be more flexible in their teaching.

A number of useful aspects from the training relate to supporting more inclusive learning for children. The use of gender-sensitive pedagogies was emphasised by many teachers, with specific examples often relating to seating arrangements and asking questions to boys and girls equally. Techniques to address different learning levels in the class are also said to be used regularly by teachers. The in-service training is also felt to have helped teachers tackle the challenge of children speaking a language other than Kiswahili as their mother tongue. Teachers feel they have gained skills and confidence to teach these pupils, and report that they make sure to speak to the children in Kiswahili to help them become quickly familiar with this as the language of instruction. This practice is in line with the government's policy on the use Kiswahili as the language of instruction, and it is encouraging that teachers now feel more confident in how to address such situations.

Teachers, head teachers, and WEOs feel the new techniques used as a result of the in-service training have led to improvements in learning outcomes and the 3Rs. The ability to use a mix of methods and present information in new ways is said to have led to increased levels of learning. In addition, teachers' new ability to identify children who are not proficient in the 3Rs, and thereby support them more effectively, is perceived to have contributed to an improvement in learning.

However, teachers still face a number of challenges in their work which the training cannot address. A lack of teacher housing close to the school, and the local geography, means that many teachers walk long distances to get to work. This has an effect on teachers' punctuality as well as on their energy and motivation throughout the day, and they see this as hindering their teaching goals. Teachers' high workload and large class sizes, both exacerbated by the recent expansion in enrolment, and the inadequate numbers of teachers and classrooms, are a continued challenge. In the case of large classes, teachers felt that the training did not help them overcome this challenge and also contained techniques that could not be used in this context, suggesting the training could have been designed more appropriately. In addition, teachers report that pupils face continued barriers to learning, and that teacher training cannot tackle these. They include parents uninterested in education, poverty, and long journeys to school, which contribute to having chores and work to do, exhaustion and hunger, missing school, not completing homework, not having the learning materials needed, and being demotivated.

Schools have faced challenges with implementing the school-based training model. One such challenge is in scheduling, given teachers' high workloads, and this risks teachers cancelling classes. Some schools tried to manage this by holding the session within their standard weekly meetings. Still, teacher attendance at the sessions is found to be a challenge. Related to this, holding school-based sessions with no allowance or refreshment is said to be very difficult. Teachers who attended away-from-school training had to navigate tensions with their peers, making it harder for these teachers to

cascade down the knowledge and skills acquired at the training. Teachers also feel there is a risk that module content will not be passed on when only one school teacher (the in-service coordinator) has been trained professionally. Furthermore, teachers feel the training has been rushed and the expectation that they will learn the same skills through self-study rather than guided training is unrealistic. These factors present specifics of the model design which are not adequately aligned with teachers' situations and could have been foreseen.

With EQUIP-T coming to an end, teachers say they are keen to continue using the good practices learned from the training in the classroom, because they can see the success it brings – these techniques are now embedded in their teaching methods.

There are mixed messages about the sustainability of the school-based training model. Some schools say that having already integrated school-based training sessions into their meetings, these can continue. The in-service coordinator plays a major role here in keeping these sessions going, but as this position was introduced by EQUIP-T, it needs to be reinforced by the government for the momentum to continue. WEOs say they have an important role too, although others do not verify this. Some teachers see that to some extent the continued school-based sessions mitigate the challenges of teacher turnover; for others, however, turnover creates a challenge to sustainability, since those who received the original training may leave, diluting the quality of school-based training. Running counter to this optimistic view of continuing school-based sessions, there is acknowledgement that their continuation depends on will and leadership – of head teachers in particular, but ideally from higher up, with head teachers wanting to see a drive from the government. As with PTP and SC training, the lack of resources to incentivise attendance makes these specific training courses unsustainable.

7.3   Conclusions on district planning and management

At the LGA level, this study finds that EQUIP-T has made little contribution to the process or capacity for education planning in the cases studied (identified by EQUIP-T as being strong performers). This relates to the programme's shift in 2015 towards a focus on ensuring that the decentralised EQUIP-T funds were managed and spent appropriately, after some training which targeted PFM more broadly in the first two years of the programme. The EQUIP-T funds were intended to give LGAs an opportunity to practise planning and budgeting strategies; however, the EQUIP-T budgeting process was top-down, driven by the EQUIP-T MA, probably in order to minimise fiduciary risk, and thus has made little contribution to building local capacity. However, the exposure to EQUIP-T's activities and training has raised the profile and understanding of education issues and school improvement across the LGA, including for officers outside of the education department.

In LGAs which are deemed to have been successful at implementing the EQUIP-T plans and budgets, execution of the decentralised grants has still faced challenges. Delays have occurred, though in part these have been due to central government processes. Virements have taken place where EQUIP-T funds were used for something else – though these have been repaid. The volume of implementation in the LGAs, and the EQUIP-T budgeting formulae, mean that the programme is well known and its processes are transparent across the LGA departments. The factors which make a district successful, according to EQUIP-T staff, tend to be inherent: leadership and experience, which result in good management of resources, interest and commitment from top district officials, as well as the officers carrying out the legwork, are all seen as important. These factors are difficult for policymakers to replicate.

There has been an increased drive towards accountability in these districts; this manifests itself through various levels. This change has come about for two reasons: the current government's focus

on monitoring and results (this government has been in place since late 2015); and the EQUIP-T MA's monitoring of the EQUIP-T grants. Both of these factors have meant that LGAs are passing information to higher levels of government more often, and in turn they are checking their own progress and asking more accountability of those below them, such as checking WEOs' reports. There is little evidence that the monitoring practices put in place for EQUIP-T have been institutionalised and will continue after the programme finishes.

At the same time, LGAs have had to rely more on WEOs for the monitoring and supervision of schools. This relates to a shift in resources for school visits, moving them away from LGAs (who report that they receive less discretionary funds than three or four years ago) and towards WEOs (who now receive grants from EQUIP-T and a responsibility allowances from the government).

The introduction of DEMs by EQUIP-T is a positive change for district education management. These meetings are taking place broadly as intended, and are valued by the participants. They are a platform for learning – for participants to learn from each other, for problem solving, and for hearing guidance from experts on specific topics. WEO CPD sessions – a dedicated time to focus on a topic requested by WEOs – are being held within DEMs in some LGAs. WEOs feel that there is more accountability of them as they have to present their monthly reports at these meetings, and LGAs receive information from the schools in a more efficient and punctual manner than by relying on reports as in the past. Overall, these meetings have improved relationships amongst WEOs and between WEOs and the education department.

WEOs report that they now understand better what their roles and responsibilities are and how to fulfil them, as a result of EQUIP-T training (which includes training targeted at WEOs but also those which were orientations for the other activities). The emphasis of WEOs' role in supporting community relationships has grown, and this is attributed to EQUIP-T. WEOs also state that they have learned more about how to plan their work and school visits from EQUIP-T. Meanwhile, the provision of motorbikes and grants by EQUIP-T has allowed WEOs to visit schools more frequently than in the past, and this is felt to have improved the supervision that WEOs can give to schools. WEOs' support to schools has also been affected by national factors, including greater public sector accountability, and the WEO professionalisation policy. This has seen a large turnover of WEOs due to the policy that all WEOs must have a degree, and education staff generally feel that these WEOs are better qualified and have higher capacity than WEOs without a degree.

With EQUIP-T coming to an end, some component 3 activities are seen as more sustainable than others. Looking across all components, LGAs were asked by regional governments and EQUIP-T to aim to budget for activities using their own sources in the 2019/20 year, with this budgeting seen as an indication of ownership and sustainability of the whole effort at LGA level. Some LGAs have budgeted for their own school monitoring or funds for WEOs' fuel and motorbike maintenance; however, these amounts are not substantial. Whilst WEOs can continue using the knowledge they have gained, there are doubts about whether they will visit schools as frequently when they have fewer resources. DEMs are expected to continue, as they are seen as valuable, LGAs have the knowledge to continue running them, and they are low cost. Again, these is some dependence on WEOs' willingness to attend in the context of reduced allowances.

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Annex A   Methodology

A.1   Introduction

The scope for the qualitative endline studies and methods was presented in a detailed planning report, which was approved by the Reference Group in March 2019 (OPM, 2019b). Before this, initial ideas for the school and community study were discussed at the Reference group meeting in December 2018, and an update to these plans, along with the plans for the district-level study, were discussed with DFID in February 2019. The following sections set out the methodology for the two qualitative studies, drawing on the planning report, as updated based on implementation.

A.2   School and community study

The qualitative endline scope and focus on community engagement and in-service training reflects careful consideration of the programme evaluation needs, DFID priorities, available quantitative data, and learning from the midline qualitative study.

Discussions with DFID helped refine the dual focus on community engagement and in-service training. In an initial draft of the proposed qualitative design circulated in December 2018, OPM proposed a study design focusing on exploring the impact of EQUIP-T by explaining how and why the in-service training may have contributed to improved learning outcomes. A secondary focus proposed exploring the extent to PTP success, and why PTPs may or may not have met with the expected success. However, during discussions with DFID, it was suggested that qualitative research should make community engagement its primary focus. Given the positive impact on learning outcomes, OPM also suggested exploring the link between learning outcomes and in-service training through a secondary and smaller study. In light of this discussion, the following sections offer a revised endline qualitative design.

Research scope: learning from the midline evaluation

The midline qualitative work offered meaningful lessons for the scope and focus of the qualitative endline design. The midline qualitative fieldwork covered all programme components and had a relatively large sample size. Whilst the research explored the breadth of each component and with each group of participants, there was insufficient 'thick data' for analysis and interpretation in greater depth. The scope of the midline approach placed constraints on the ability to analyse and interrogate different components and themes. Coupled with the endline quantitative data, learning from the midline qualitative study allows for the identification of themes and issues with significance for exploration in the qualitative endline research.

The endline qualitative design, therefore, narrowed the scope of the study for a targeted exploration of specific themes complementary to the quantitative impact evaluation. The design, tools, and data were in line with the purposes of the endline evaluation, to better understand aspects of programming that were particularly successful or that need additional explanation. To sufficiently explore particular programme components in detail, the focus of the study will remain directed on community engagement and in-service training.

Instruments

The qualitative endline research was conducted using a range of research techniques including IDIs, KIIs and FGDs, and included participatory research tools such as priority listing, proportional piling, and a community map. These are described below.

Community mapping

A community map is a participatory tool that draws on the support of members of a community (in this study, teachers and the head teacher, as well as PTP members) to identify the physical, social, and economic landscape of the community. Maps usually are drawn collectively, by first identifying the geographical indicators of the village and sub-village and then mapping the inhabitants onto the geographic landscape. It is a useful way to understand vulnerability, access, sources of conflict, or underlying challenges in the community. A community map was used for this study to understand what the contextual and geographical challenges (such as rivers or gorges) may be for the students, parents, and staff in terms of travelling to the school. It also helped clarify which sub-villages PTP and SC members did or did not belong to. Finally, it helped identify parents who may not be able to attend the school often or participate in PTP and SC activities.

FGDs

These discussions with groups of four to six people sharing a specific interest or characteristic allow for varied opinions to emerge through a dynamic group discussion. FGDs usually have a particular topic of interest to focus the experience or expertise of the group to inform specific questions. In this research, FGDs were conducted with PTPs and SC members – these were to invite discussion and differing perspectives on topics. Separate FGDs were also conducted with male and female parent members. This enabled the research to explore gendered variance in responses and different levels of knowledge and familiarity with the programme's initiatives. It also allowed the research team to identify respondents for follow-up interviews where research topics were followed up in-depth.

IDIs/ KIIs

IDIs and KIIs are intensive one-to-one discussions on a range of structured, semi-structured, or un-structured questions. It allows for probing and gaining insight from one individual's point of view. Key Informant Interviews also allow the respondent to provide expertise or knowledge about other respondents and events. IDIs and KIIs allow for additional privacy and anonymity, interviews can cover greater ground and explore more sensitive topics. In this study, KIIs were held with the WEO and head teacher, who were able to provide an overview of the school and flag any challenges anonymously and in confidence. IDIs were held with teachers to learn of their personal experiences in the classroom and their opinions of the EQUIP-T in-service training. This allowed for different perspectives to emerge from the same school. Finally, one follow-up IDI was conducted with a PTP parent member and PTP teacher member to probe for difference in perspectives and enable researchers to triangulate responses.

Priority listing

Priority listing is an interactive process by which participants can determine what issues may be most important or relevant to them. This allows the research respondent to first free-list all the items or issues that may have influenced them, or that they consider essential. Each issue is then assigned to a card. The cards are then sorted by the respondent from most influential/important to least. The sorting process helps generate a conversation and prompts the respondent to compare why some things may be more useful or essential to them. Priority listing was used with teachers to identify all the things that teachers learned during the in-service training and uses in their everyday practice. They then listed cards from most to least useful, which helped prompt a discussion about why and how training was useful or not.

Proportional piling

This exercise enables research participants to determine the magnitude of importance attached to an activity using a pile of about 50 counters. They are asked to assign counters proportionately to factors that are of most/least interest, with more counters assigned to factors that are more important/ significant and fewer to the less important/significant. The researcher then records the proportion of counters in each pile; why certain factors may have received a certain number of counters forms the basis of the discussion. PTP members used counters to indicate their most important to least important roles and responsibilities. This enabled researchers to probe why or why not something may be considered an important responsibility.

Most Significant Change

The Most Significant Change is a collective participatory exercise where individuals record in writing or audio format the most important change that occurred during the period (because of the programme), whilst also identifying the most likely cause of the change. Research participants are encouraged to reflect upon and discuss their story of the most significant change. Stories are shared with the group and discussed. The group can choose a single Most Significant Change story to put forward, with the most likely cause. This exercise generates insights into what people perceive as the most critical change in their life and what they see the reason to be for this. To understand what may have enabled a change in the school and SC's performance through a neutral, open-ended process, the Most Significant Change method was used to probe SC members to discuss this change in the school and the SC, and why and who effected this change.

Data collection

Training and fieldwork

Three people trained the team of six qualitative researchers: the qualitative lead researcher and fieldwork manager and qualitative specialist. The training took place in Dodoma over five days in the week of 29 April 2019. Qualitative training activities included: an overview of the EQUIP-T programme design in Tanzania; a detailed discussion of the EQUIP-T interventions; an overview of the evaluation objectives, design, and methods; in-depth training and a review of the topic guides; collaborative translation of tools into Swahili; and mock interviews and participatory exercises between research team members. The training included a discussion of field protocols and logistics, including ethical considerations and safeguarding, a focus on expectations regarding daily debriefs, transcriptions, and notes; and reflection on potential biases and how to mitigate them during fieldwork and debriefs. The training used practical exercises by placing an emphasis on tool practice, piloting, and role-plays.

The team conducted a day-long pilot in an EQUIP-T intervention district (Chamwino), where the researcher team had the opportunity to pilot the research guide. Following the piloting process, the tools were reviewed by the research teams, and changes were made to the research guide before data collection began.

Research team

The research team was made up of six experienced qualitative local researchers, a team leader, and two qualitative leads. All researchers have experience collecting qualitative data, and most of the team members have worked with OPM on other qualitative data collection projects, including previous rounds of EQUIP-T. For training and the first week of fieldwork, OPM's research lead conducted fieldwork, after which the two lead researchers continued to manage the teams, with remote support from the lead researcher.

There were two teams for fieldwork: each team included three local researchers and one qualitative lead. All teams started fieldwork together in Dodoma region and then moved separately to Tabora and Simiyu.

Over the three days, the research team interviewed stakeholders in the school and the neighbouring community, with each team spending time in the school and community to progressively develop an understanding of the context, and build trust and rapport with the research participants.

The qualitative research team was able to carry out all of the KIIs, IDIs, and FGDs intended.

Table 3: Qualitative interviews and discussion completed at endline

Sampling unit	Regions total	Districts total	Schools total	KIIs with head teachers	KIIs community leader	IDIs with WEOs	FGDs with SC members	FGDs with mothers	Follow-up interview with mothers	FGDs with fathers	Follow-up interview with mothers	FGDs with PTP members	Follow-up interview with PTP parent	Follow-up interview with PTP teacher	Community mapping	IDIs with in-service training teachers
Total	3	6	6	6	6	6	6	6	6	6	6	6	6	6	6	12

Quality assurance

During fieldwork, the team leader worked closely with teams to support, supervise, check notes and transcripts, and ensure that data was collected according on agreed protocols. After each FGD/IDI/KII was finished, researchers were tasked with checking that the notes taken by the notetaker were an accurate record of the discussion and that the recording worked and was audible. In addition, the researchers carried out the following three activities immediately after finishing the interview or FGD and whilst still in the village.

Debriefs were conducted daily by the team leaders with the two research teams to analyse findings at the end of fieldwork. To prepare for the debriefs and to ensure that data was constantly analysed and integrated into the research, researchers were asked to record memorable quotes from participants to capture key messages from the interviews. These were shared during debriefs at the end of the day. Researchers also listed key issues that came out of the FGD/interview, including unresolved questions or areas of enquiry that required triangulation from other research participants. These questions were discussed during the debrief and were then followed up on during the subsequent discussions. During the debrief, the team had to reflect on how each FGD/interview contributed to answering the research questions, and plan the next FGD and interview in terms of the issues the team wanted to concentrate on and issues that they felt they had reached data saturation. This also helped in debriefing with the whole team at the end of the day.

Transcription

In order to produce transcripts from the interviews and FGDs, teams obtained consent from respondents to record the interviews. Consent to record was provided for all interviews and therefore, transcripts were produced and used for analysis alongside the notes taken during the interviews. Furthermore, the notes were used as a back-up source of information, especially in cases where the audio was not clear (for example, when there was excessive background noise from pupils, particularly during the school recess)

Interviews were transcribed verbatim and some Swahili worlds were retained where the original meaning could not be transcribed, but translated as closely as possible. All transcripts used a uniform template. Observations from the interview were included where relevant.

All transcripts were submitted to the local qualitative lead, who crossed-checked the quality of the transcripts. Researchers continued to receive feedback on submitted transcripts, finalising these and incorporating comments from the local qualitative lead.

Analysis

A.2.1.1 Debriefs

The first level of analysis took place in the field at the end of each day. The team met to conduct a daily debrief on the fieldwork activities. Debriefs were led by the team leader, who facilitated these discussions and wrote down descriptions and key points emerging. The team leader was also in charge of liaising with the OPM lead researcher to brief them on emerging themes and challenges encountered during the fieldwork. At the end of the daily debrief, a plan was created for the next day. The team also participated in consolidating debriefs. The first debrief was at the end of fieldwork for the first set of schools to compare experiences and revise the strategy for the next round of fieldwork. Emerging findings and a fieldwork plan were developed collectively. The next debrief was with the team leaders and lead researcher at the end of fieldwork to share findings across all schools and finalise an analysis plan for the next stage of research.

Data processing and coding

After the data was transcribed and translated into anonymised notes, a rigorous coding system was developed to identify core issues and themes emerging from research questions, interviews, observations, and debrief sessions. The team developed a qualitative codebook which served as a guide for coding all the transcripts. The qualitative coding software NVivo was used to code all transcripts.

The codes were developed by the qualitative specialists based on the initial analysis of the fieldwork debrief sessions and after reading a few transcripts. After developing a draft codebook researchers compared their codes and discussed changes in the codebook. Using the NVivo software, each transcript was analysed, and the data coded to themes and subthemes.

In addition to pre-set codes, the research allowed for emergent codes to be determined during the coding process, ensuring themes occurring in the dataset were consistently evaluated in an iterative process. As a team of researchers worked on coding different schools, these schools were merged into a master NVivo project at the end of the coding process. This master project was used for further analysis.

Case study and thematic analysis

All the information collected through interviews and participatory exercises from respondents in each school – head teachers, teachers, parents, and community leaders and members – was analysed as one case.

At the second step of aggregation, all the schools were analysed across themes to explore broader trends and respond to the research questions. Here, data across head teachers, teachers, and parents were analysed and collated across all the cases and presented together.

The qualitative analysis was thematic. Such analysis identifies, analyses, and reports on themes emerging in patterns within the data. This framework for analysis allows for rich description. Applied

thematic analysis requires researchers to interpret data, and identifies and describes implicit and explicit ideas that are organised into themes. Such a method allows for an emphasis on understanding experiences and perceptions. Themes were then considered against the research question.

Writing up findings

The endline qualitative report responds to the research questions. After the data is triangulated at endline, and analysed and collated by theme across cases, findings were organised and written up to answer each research question. Analysis will aim to show how overarching themes are supported by excerpts from the raw data to ensure data interpretation remains linked with the words of respondents.

Table 4: Limitations of and mitigation strategies for the community and school study

Possible limitation	Why this is a limiting/mitigating factor
Sampling for in-service training and learning outcomes	The qualitative sample prioritised schools that had staff retained from midline and schools that demonstrated positive community engagement practices. Selecting schools that reflected these characteristics narrowed down the shortlist greatly. As a result, the sample could not include schools based on in-service training or improved learning outcomes, which was the secondary focus of the qualitative study. Therefore, responses from these schools may provide relatively less detailed responses on the in-service training. As the research questions were designed to provide more general feedback about the usefulness of in-service training, and challenges faced by teachers in the classroom, this sample was considered adequate.
Coding	Coding for the six schools were shared between four research team members. Sharing the coded schools between researchers present in the school when data was collected improved coding and inference of data. However, it also increased the risk of researchers inferring the data differently and coding similar findings to different codes. To reduce this risk, researchers compared codes and recoded data where relevant. Finally, the qualitative lead researcher combined all the coded files into one NVIVO file and read through for differences and inconsistencies, which were recoded before analysis began.
The use of local language during interview	In all three regions, the team encountered challenges with conducting interviews and discussions in local dialects. The team especially faced challenges in Simiyu during FGDs with parents and PTP respondents, where participants moved between Swahili and Sukuma. To overcome this, facilitators encouraged participants to speak in Swahili and where this did not work, facilitators identified participants able to explain or translate what other participants said in their dialect. The same problem happened in Dodoma with some parents speaking Gogo during the interview.
Mobilising parents who are less engaged in school activities to participate in interviews and discussions	As sampling criteria for parents, the research team purposively selected parents who were less engaged in school activities. This proved to be difficult as some parents were afraid to go to school as they had received some form of penalty or fine from the village local government for not engaging in school activities. To address their apprehension and establish the evaluation's independence of the school and village authorities, the research team did not use teachers or community leaders to contact them; rather, community members who were part of the PTP members invited them. Starting with PTP and SC interviews helped to build trust as the two groups were aware of what was being discussed, then parents who were less engaged in school matters were identified, with help from teachers. Finally, based on the neighbourhood and friendship between PTP and sampled parents, we asked PTP members to help mobilise and invite these parents for interview. Parents were invited to a central and neutral location within the village rather than in school or village government offices.

A.3   District-level study

Narrowing of research questions

As the 2018 quantitative endline captured very little information on component 3, the aim of the endline qualitative research at district level is to provide insight into the effectiveness of the key interventions under this component in strengthening education planning and management, as well as in identifying factors likely to be necessary for sustainability once EQUIP-T's resources and support have ended. As well as providing the government and DFID with information for accountability purposes, the results are intended to help guide decisions on replication and the potential scale-up of EQUIP-T via a mainstreamed district management model.

This approach marks a change from the midline district-level qualitative research, which had a broader focus, and sought to gather district (and regional) perspectives on other EQUIP-T components directly. One clear lesson from the midline research was that it would be desirable to increase the depth of findings in relation to component 3, by spending more of the qualitative research time directly on this area. To make this feasible, the direct scope of the study was narrowed.

In addition, the study aims to focus on districts which have been successful in strengthening district planning and management, and are performing well. This is in order to learn from examples of best practice, and to provide feedback on what factors enabled this success, with the assumption that this will prove useful if the government aims to sustain key elements of EQUIP-T, which would be planned, budgeted for, and managed by LGAs.

Development of the research questions for the study began with setting out the results chain of expected inputs through to outcomes under component 3, as articulated by EQUIP-T MA staff in interviews. The study has three high-level evaluation questions, then a research question and sub-questions for the two areas of focus: district management and WEOs.

The **high-level evaluation questions** are set out below:

1. How and why were the component 3 interventions **effective** in improving district planning and the management of education, and direct support for schools, in selected successful cases?
2. Do district staff and WEOs consider the component 3 interventions, and the resulting changes in capacity and practices, to be **sustainable**? What in their opinion are conditions required to ensure these can be sustained after the programme support ends?
3. Do district staff and WEOs find the component 3 interventions **relevant** to their priorities in improving their capacity and their practice in the planning and management of education, and in supporting schools? Why and how?

The research questions that will contribute to answering the high-level evaluation questions have been split into two thematic areas in line with the two focus areas of component 3.

District planning and management: Why have some districts been successful in strengthening education planning, the scale and use of resources, and management? What did these districts do to be successful?

- In this district, how is education planned, funded, and managed each year? Have these practices changed much in the last four years? In what ways? What has contributed to these changes?
- Have the scale and use of resources for education changed? In what ways? What has contributed to these changes?

- What is the perceived impact of the EQUIP-T training, mentoring, direct grants, encouragement of DEMs, and other interventions on the changes in the planning, funding, and management of education already described?

- What feedback do you have on the EQUIP-T training, mentoring, direct grants, encouragement of DEMs, and other interventions? What should continue and why? What should change?

Direct support for schools from WEOs: Why have some WEOs been successful in strengthening their monitoring and advisory support to schools? What did these WEOs do to be successful? What type of support did they get from the district that helped them?

- What types of support do WEOs provide to schools? Has this changed in the last four years? In what ways? What has contributed to these changes?

- What is the perceived impact of the EQUIP-T training, WEO grants, motorbikes, WEO CPD, and other interventions on the changes in WEO support to schools already described?

- What feedback do you have on the EQUIP-T training, WEO grants, motorbikes, WEO CPD, and other interventions? What should continue and why? What should change?

Note that when it came to analysing the data and writing the report, it made sense to structure the analysis and writing in a different order to how the questions were originally set out. To reflect this, the research questions were reworded for presentation in Chapter 3.

Sampling

The endline sample comprised three districts. This is the same sample size as in previous rounds, but the approach to sampling was different because the objectives were different. For this endline sample, the districts were selected as follows:

i) **District 1 was selected because it was considered a high performer in terms of strong education planning, budgeting, implementation, and management.** EQUIP-T had identified criteria for assessing LGAs' performance;[49] however, these criteria had not yet been used for any monitoring or reporting. Without objective evidence held on record by EQUIP-T against the criteria, EQUIP-T staff were asked to provide feedback on all the LGAs from amongst the first five regions in the programme. Regional EQUIP-T officers gave LGAs a score on the following criteria (chosen because EQUIP-T MA staff would have more knowledge about EQUIP-T-specific processes than broader planning and management): strong budgeting; strong budget execution; strong reporting and reconciliation; holding regular DEMs. Qualitative feedback and recommendations on which LGAs to visit was also sought. The sampled LGA was chosen based on high scores against these criteria, as well as having key senior staff (DEO, DPO, and district treasurer) in place for more than three years, and geographical accessibility (including safety issues). In this district, the primary focus of the research was on district planning and management, not on the WEO support to schools.

ii) **Districts 2 and 3 were selected because they were seen as strong performers when it comes to WEO support to schools.** The original intention was to pick two LGAs that linked with the school/community sample. However, it was later decided that this was inappropriate: the school sample (six schools) was too small to be sure of having schools who reported positive feedback on their WEOs, and even where they did, the basis of one school's feedback would not be enough to generalise about the whole LGA. Instead, the same approach was used as above: scores were given by EQUIP-T regional staff against

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[49] These criteria are effective fund management; the quality of planning and implementation of programme activities; having an integrated M&E school visit plan that is implemented; and holding regular DEM meetings.

criteria of good WEO support to schools, regular attendance of WEOs at WEO CPD, and low WEO turnover. Qualitative recommendations were also given. Again, this feedback, along with duration in post of the DEO and geographical considerations, were factors in selecting the two districts. In addition, one district was a town council (urban) and one a district council (rural). In these districts, the primary research focus was on WEO support to schools, with a secondary focus on district planning and management.

All three districts were in different regions.

Reflections on the sampling process

Although the intention was to purposively sample high performers, establishing a robust, objective measure of high performance proved to be difficult. EQUIP-T staff made recommendations based on their perceptions of LGAs. In some cases, further discussion implied that this was based on, for example, the strong performance of one particular WEO, or second-hand information from the regional government which could not be clarified. The responses about the duration in post of key officers also proved to be incorrect, although at least each of the DEOs – a primary respondent – had been in position for over two years. Furthermore, EQUIP-T staff were really able to comment only on performance in relation to the implementation of EQUIP-T activities, which is not an assessment of broader success or improvement when it comes to district education management and support for schools.

It was therefore difficult to conduct the research with confidence that these three LGAs were amongst the highest performers, or that they had improved considerably. In addition, the nature of the small sample size means there are no identified 'poor performers' to make comparisons with. As a result, though it was possible to ask, and analyse, what made these LGAs strong, the responses should be seen as limited to the implementation of EQUIP-T activities.

Instruments, fieldwork, and data

Instruments were developed before the fieldwork based on the initial research questions and tailored according to whether the sampled LGA's research focus was on district planning or WEO support, and on the likely knowledge and relevance for different respondents. The instruments were semi-structured questionnaires, which made suggestions for further probing on detail for clarification. The draft instruments were reviewed by the team leader from the school/community-level study and the project director for the overall EQUIP-T impact evaluation, and then further revised. In addition, the instruments were reviewed by OPM's Ethical Review Committee.

Fieldwork was conducted over a period of just over two weeks in early May 2019. The fieldwork team consisted of the district study lead researcher and a local research assistant with experience in the EQUIP-T impact evaluation. The lead researcher spent two days at EQUIP-T MA headquarters and then both team members spent three days in each LGA together. Over the three days, the team interviewed officers within the LGA, on a flexible schedule according to their availability. Generally, interviews were held in an empty office offered by the education department, which often meant there were interruptions from colleagues and visitors, and pauses to the flow of the conversation. The two researchers made efforts to make respondents feel comfortable and stress the confidentiality of the interviews. The Tanzanian researcher translated interviews and GIs where respondents preferred to speak in Kiswahili. Interviews were audio-recorded, with participants' consent.

During the course of the fieldwork, there were some adjustments made to the respondent sample based on feedback about which officers were involved with relevant aspects of the EQUIP-T programme and district management. The team also added additional instruments (such as GIs with WEOs in order to clarify concepts, and a head teacher), and sometimes held follow-up conversations, until saturation was felt to be reached on specific topics.

The team held IDIs and small GI with respondents, as per Table 5 below. All interviews were kept to a maximum of two hours to avoid respondent fatigue.

Table 5: Number of qualitative interviews held in the district study at endline

Location	EQUIP-T MA HQ	LGA 1	LGA 2	LGA 3
Government officers	-	9	10	10
EQUIP-T officers	6	1	1	1
Total respondents (38)	6	10	11	11

After fieldwork, the audio-recordings of interviews were transcribed. The interviews with EQUIP-T MA HQ were transcribed by the lead researcher, and the LGA interviews were transcribed via direct translation into English by experienced Tanzanian qualitative researchers. The interviews were transcribed verbatim, and all used the same template. The lead researcher responded with comments and queries where the exact terminology in translation needed clarifying. The interviews with EQUIP-T RTLs were not recorded; instead, notes were taken during the interview (not used in the quotations). The lead researcher added observations from the interviews where relevant.

Analysis process

The analysis process was conducted by the district study lead researcher. First, the transcripts were coded using NVIVO 12.4. The coding structure (the 'nodes') was determined prior to starting, based on the research questions and knowledge of the topics which came up in the interviews. The nodes were kept broad enough to allow various themes to fall within a research topic and be further analysed. After coding, the results under each node were exported into Word documents.

Using the data under each node, the data was further grouped by theme and analysed for agreement or contradiction between respondents. The strength of each piece of data was considered in the light of the context it came from (for instance, the knowledge that the person cited is likely to have about the subject, the incentives they may have to respond in particular ways, and the corroboration from other qualitative sources).

As the three case study LGAs were sampled, the researcher assessed the difference between these LGAs. For many of the topics, thematic findings did not differ between case study LGAs at endline; in these instances, a broader thematic analysis has been emphasised in the report. Likewise, findings were considered in the light of both who the respondent was, and the various incentives a respondent might have to share certain views (discussed throughout the report in terms of social desirability bias).

As the endline focused on management practices, changes, and reasons for change, some questions were tied directly to the programme, whilst others were more exploratory. The researcher found that thematic findings were strongly consistent across respondents. In cases where views differed, these were discussed and analysed to assess the possible explanations for this variance.

The findings were analysed using comparisons with the midline; the midline's findings were also along broad themes rather than specific to individual LGA cases, and so comparisons are made on this basis. The analysis from the qualitative evidence was also supplemented with evidence from other sources (the quantitative study, EQUIP-T MA documents, and external studies) where available.

Quality assurance

The district study ensured rigour through quality assurance at multiple stages:

- Review by the school/community qualitative lead and the EQUIP-T project director of:
  - the research questions and initial methodology in the planning report;
  - the sampling decisions whilst sampling of LGAs was being carried out; and
  - the questionnaire design.
- Note-taking during interviews in order to supplement audio-recording, and debriefs after interviews and after each LGA between the lead researcher and translator.
- Review of transcripts and coding carried out by the lead researcher who conducted the interviews and therefore could interpret nuances in meaning.
- The analysis was subjected to internal and external peer review. Comments were made on initial versions of the findings analysis to further test and interrogate the evidence and analysis.

Risks and limitations

The main limitations of the qualitative district study are presented in Table 6. The first column states possible limitations whilst the second explains why and how these can be mitigated. In addition to these general limitations, a brief description a specific problem encountered in the endline qualitative data collection and analysis is given in the paragraph below the table.

Table 6: Limitations of district qualitative study

Possible limitation	Why this is a limiting/mitigating factor
Inference beyond the selected research sites is limited.	The qualitative data of EQUIP-T examines the perceptions of multiple respondents in the education system, and the findings of the research reflect the particular districts selected. In this case, the districts were selected with the intention of representing successful districts, and therefore can to some extent be generalised for understanding experience in the best cases. There is also the limitation that, without visiting low-performing districts, the reasons for success and comparisons are based only on the information from these districts. The generalisation is then to say this is likely to be the best case scenario.
Given the non-representative nature of the qualitative selection of districts, the information provided will be indicative.	The qualitative component of the impact evaluation offers nuanced first-person accounts of people's perspectives and experiences without claiming that these accounts are representative of other similar districts' experiences. When considered together with other evidence, the qualitative findings provide perspectives on underlying issues, including the potential contribution of factors that can determine the success of a programme such as EQUIP-T.
Participants in the qualitative study are likely subject to social desirability bias in their responses.	It is common for participants to respond to the facilitator's questions with answers they think the study wants to hear. This becomes particularly prominent at endline as participants know the research is about EQUIP-T and are more likely to speak positively. To mitigate this response bias, facilitators were trained to carefully probe further around responses, and give opportunities for respondents to mention other factors that would support or contradict the positive accounts.
The nature of the research questions is not conducive to objective measures	Topics such as changes in management capacity are particularly hard to measure without an extensive research to define and actually examine capacity in some way. As such, the findings rely

of success, and therefore the findings are based primarily on perceptions.	more on perceptions of the respondents of changes in capacity and the strength of their examples, explanations, and triangulation between respondents. Where possible, additional data sources are used to further triangulate the qualitative evidence.

The endline district qualitative study encountered one specific challenges: the intended data to be used for sampling was not available, so sampling relied upon recommendations and information recalled by EQUIP-T MA staff. In practice, this information had weaknesses, given the MA staff's distanced position from LGAs and inaccurate recall. Thus, whilst these LGAs are said to represent successful LGAs, the information on why these LGAs in particular managed to be successful is limited.

A.4 Ethical considerations

Conducting evaluations that include disadvantaged populations requires high ethical standards to ensure that expectations are not raised, that confidentiality is maintained, that respondents are never forced to participate or encouraged to speak about subjects that may be traumatising, and that all activities are age appropriate. Ethical considerations influenced the entire endline design; recruitment and management of the evaluation team; consultations and interviews with informants; and data storage and use.

The evaluation design, instruments, consent forms, and fieldwork protocols were approved by the OPM Ethical Review Committee**.**

Additionally, OPM received approval for this research from the Tanzania Commission for Science and Technology, which has the mandate of coordinating and promoting research and technology development in the country. OPM also received approval from PO-RALG and from regional and district authorities to carry out endline activities.

A.4.1 Ethical protocols in the endline qualitative research

As with all OPM research, the qualitative endline sought to follow a set of ethical principles in conducting fieldwork based on OPM's own experience, as well as best practice standards, and DFID and European Union evaluation policy. The following protocol is designed keeping in mind that although the study did not interview any children or minors, ethical principles apply to all interview respondents.

- **Informed consent:** This means that potential respondents are given enough information about the research and researchers ensure that there is no explicit or implicit coercion, so that potential respondents can make an informed and free decision on their possible involvement in the fieldwork. Respondents were informed that their **participation is fully voluntary** and that they could withdraw from the survey at any time. Based on our experience of research in Tanzania, we asked for verbal consent from all participants before each interview. Our experience shows that participants feel uncomfortable and sensitive about the formality of giving their signatures, particularly government employees. It is important that participants understand what is happening, and that all information, consent statements (read orally), and instruments are translated into a language that is easily understood. Specific consent was sought from all participants before recording FGDs or KIIs.
- **Clarifying purpose:** Researchers will always clearly introduce themselves to all participants and explain, in a way that is easily understood by all, the purposes of the research and what will be done with the information provided by participants. This is to moderate expectations regarding

what participants 'gain' from joining the research. No financial compensation was provided to individual participants, but refreshments were offered during group sessions.

- **Anonymity:** Given that research respondents share considerable amounts of personal information with us, it is OPM's responsibility to ensure that their confidentiality is maintained and that personal information is protected. This will be operationalised by ensuring that all datasets are anonymised, in the sense that all names of people are removed before the data is shared publicly.

- **Ensuring the safety of participants:** This means that the environment in which research is conducted is physically safe. OPM also provides phone numbers for Tanzania office-based staff who the field team can contact in case of emergencies. The safety of respondents and the children that fieldworkers encounter is a primary consideration and was covered under the evaluation's safeguarding policy and reporting protocol.

- **Ensuring that people understand what is always happening:** This was ensured using local enumerators, to ensure that research was conducted in the appropriate language and dialect, as well as by ensuring that fieldworkers were familiar with local customs and terminology. Consent statements were read out in Kiswahili.

- All fieldworker training cover **principles of research ethics** and **respecting cultural sensitivities**. OPM's evaluations respect any differences regarding culture, local behaviours and norms, religious beliefs and practices, sexual orientation, gender roles, disability, age, ethnicity, and other social differences, such as class, when planning studies and communicating findings. OPM endeavours to include research participants who may be vulnerable or marginalised participants to take part in the research.

A.4.2 OPM Safeguarding Framework and Reporting Protocol

In addition to ensuring this evaluation adopts the highest ethical standards, OPM put in place specific protection measures to ensure the research team understood their ethical and statutory responsibilities when it comes to protecting adults and children from harm. OPM team members were trained so they knew what action to take if any person disclosed an incident or researchers witnessed an incidence of abuse, violence, exploitation, or neglect during the evaluation.

OPM has a safeguarding policy that stipulates overarching principles for working with vulnerable people, including children and young people under the age of 18. All staff, subcontractors, and anyone working on behalf of OPM are required to adhere to this policy.

OPM places a mandatory obligation on all staff and contractors to immediately report any concerns, suspicions, allegations, and incidents that indicate actual or potential abuse of vulnerable people. For this fieldwork, OPM developed a specific Safeguarding Framework, which established a Safeguarding Committee and a Child Protection Reporting Protocol. All fieldworkers going to schools were trained in the Framework. More details are available on request.

A.5   Research team

The members of the research team for the study's fieldwork and transcription are given in Table 7.

Table 7: Research team members

Inputs	School and community study fieldwork and transcription	District study fieldwork and transcription	District study – additional transcription
Team	Mehjabeen Jagmag – qualitative lead researcher Deo Medardi – fieldwork team leader Peter Sutoris – fieldwork team leader Alex Katura – researcher Catherine Shembilu – researcher Robert Sizya – researcher Allen Rwegasila – researcher Anasikia Issa – researcher Vaileth Lemmy – researcher Kelly Casey – analysis and writing	Nicola Ruddle – district study lead researcher Praygod Moshi – researcher	Abela Betrida Babuu Malick Joseph Alex Katura Segere Mtundi Robert Sizya

Annex B   School background

This section presents quantitative data on the sampled schools, followed by case descriptions.

Table 8: Quantitative information from OPM quantitative endline data

Indicator	School code						Average*
	1	2	3	4	5	6	
School size (Standards 1–7)	238	457	986	1997	679	361	597.1
Pupil–teacher ratio in 2018	29.8	91.4	75.8	51.2	56.6	60.2	67.6
Pupil–classroom ratio in 2018	47.6	76.2	123.3	105.1	97	60.2	87
Standard 1–7 pupils per class in 2018	34	65.3	140.9	117.5	67.9	51.6	77.2
Head teacher time in post at current school (in years)	2	7	4	22	5	10	3.2
Head teacher time in post (in any school) (in years)	2	7	4	11	5	2	5.9
Number of PTP meetings in 2017	3	4	4	8	3	2	1.8
Did PTP take action to improve education in 2017?	Yes	Yes	Yes	Yes	Yes	Yes	67.8
Did PTP receive training in 2016–2017?	Yes	Yes	Yes	Yes	Yes	Yes	71.6
Primary school leaving exam pass rate in 2017 (%)	67	28	100	99	52	44	68
Is the school urban or rural?	Rural	Rural	Rural	Urban	Rural	Rural	
Number of school-based EQUIP-T training sessions held by school since 2014	30	114	21	45	26	17	43.7
Did the school complete all the modules on early grade Kiswahili literacy in the school-based training sessions?	Yes	Yes	Yes	Yes	Yes	Yes	85.7
School completed all the modules on early grade numeracy in school-based training sessions	No	Yes	Yes	Yes	Yes	Yes	88.4
School completed the gender-responsive pedagogy module in school-based training sessions?	Yes	Yes	Yes	Yes	Yes	Yes	99.1
Teacher completion of all the training modules on early grade Kiswahili literacy (% Standard 1–2 teachers)	0	0	50	45	100	100	45.5

*Note: the average is weighted and is the average of the underlying population of schools (schools in 17 sampled districts) and not an average of the quantitative sample of 200 schools.

Case studies

Case summaries for each of the schools and their neighbouring community are presented below. These case studies provide contextual information about the schools and communities that this report draws findings from. Data presented here summarises observations in the school and discussions with the community leader, parents, teachers, the head teacher, the PTP, SC, and WEO.

B.1   School 1

Description of school

School 1 is within a rural community. It is located away from the main road (about 5 km) and has no road access. There are four schools within the ward, including School 1 (one school is unregistered). Some pupils live quite far from the school and travel 7 km to attend. During periods of flooding, rivers are precarious, and children and parents alike are unlikely to be able to access the school.

The school has five classrooms. The community is using its resources to construct another two classes that they hope to complete this year. There are five teachers at the school, for eight grades (including pre-primary). In total, the school has about 309 pupils. The school has two houses for the head teacher and one female teacher, and a plot of two acres, which is used to cultivate crops for the pupils' consumption. The school struggles with a lack of water. Some teachers do not want to teach at the school as a result of this serious challenge.

According to the head teacher, the school received a recognition certificate in 2017 for being the most improved school in the district, and although performance went down slightly in 2018, the overall performance was still good compared to performance before 2017.

Description of community

The community surrounding the school contains 382 houses, and community members are engaged in pastoralism and agriculture. Some sub-villages are very far from the school, about 7–8 km away. Most parents do not speak Swahili, and teachers say that pupils starting school cannot speak Kiswahili. This creates communication barriers between parents, pupils, and teachers.

Community engagement in school improvement is said to have increased over recent years, with respondents having different explanations for the increase in parental participation (overall increased involvement of the school with the community, the IGA grant, the new head teacher, and the PTP). There has been a conflict with the community about the school boundary in the past. More recently, school relations with the community have been improved by discussing and securing the school boundaries with the community. Whilst the school, PTP, and SC report that parental participation has had a modest increase in the last few years, the lack of involvement was described as due to a lack of awareness of the importance of education, work, laziness, or geographic constraints.

There is the perception amongst teachers that the pastoralist community members do not understand or respond to the need for schooling. A recurring theme with respondents was the perception of parents not wanting their children to do well in school and in exams so that they could join the pastoralist way of life instead of prioritising education. Parents questioned the values of girls getting an education if they were going to get married and take care of animals. From the community, there is one person who succeeded in going on to study at university, and he is now a role model for parents and pupils.

B.2   School 2

Description of the school

School 2 is located in a rural area. There is no electricity in the school or neighbouring villages, nor are there paved roads connecting the highway or other villages to the school. The school has six classes and seven teachers – of which one teacher is away studying on sabbatical. The school has fewer classrooms than classes, and classes are combined, or some children are sent out to wait whilst another class occupies it. There are about 470 pupils enrolled in the school, and the school reported that if all the pupils who were supposed to be in the school came to the school, there would not be enough space or desks for them. An EQUIP-T scorecard is nailed to the wall, but neither parents nor the village leader had seen this previously. There are separate teachers' and pupils' toilets and a changing room for girls. The toilets were constructed in the last few years, since the arrival of the new head teacher, when the school was on the verge of being shut down due to the lack of toilets.

The head teacher's office and teachers' lounge is combined. The school has a kitchen and two water tanks. One classroom has posters and learning material posted on the walls. The team observed EQUIP-T posters in the head teacher's office and teachers' lounge. A staff house is being built for the teachers with the help of the community. During the three days when the team visited the school, they observed teachers absent from the classroom. Children were engaged in independent work and were minded by class monitors with a stick.

Description of the community

The community members are nomadic pastoralists, and therefore the school and SC and PTP found engaging the parents challenging. But the sub-villages which are close to the school are active in participating in school activities. The community is scattered in sub-villages around the school – some of them are approximately 20 km away from the school. These communities are also disconnected from the school in terms of information flows. The sub-villages that are further away from the school are planning to build a satellite school[50] closer to them to limit how far their children have to walk to school. Children who live further away tend to be absent more frequently, and parents cite dangers such as snakes in the bush and the river levels getting too high or cutting the village off during the monsoons as the most frequent reasons for their absence.

Several parents do not speak Swahili. Women report more significant involvement in the education of their children and men state that they usually do not come to school for meetings. However, the school head teacher is supported by the community leaders who invite him to speak about attendance and parental participation at the village community meetings that are managed by the village executive officer in collaboration with the village chairman. The community has also contributed funds to pay for a guard to ensure there is security at school.

B.3   School 3

Description of the school

School 3 is in a rural area. The school has a total of 1,046 pupils with 11 teachers, eight classrooms, and four basic teachers' houses. Standard 7 pupils eat in school – so that they can stay in school for longer to get more time for their studies. Two rooms are being constructed to serve as a student hostel. These are built through contributions from parents and will be used to run learning camps for

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[50] Satellite schools are permanent structures established in communities that are located too far from the nearest school for young children to reach on foot.

Standard 7 class pupils before their exams. The school has a large compound with a football field. Occasionally, community members graze their animals within the school environment.

Pupils from six scattered sub-villages are enrolled in the school. Some of these sub-villages are very far away and are cut off by a river, which results in absenteeism for a few weeks every year during the monsoon. To address this, the village government acquired another plot located where the majority of pupils come from to construct a satellite school. The new satellite school is on the other side of the river for the most remote four sub-villages. The school was constructed by the community with the aim to continue schooling even during the rainy season. For now, this satellite school has three rooms and is used by pre-primary pupils and for the SRP.

The main school has improved its performance since 2014. It used to be on the list of poorly performing schools in its LGA but had moved to become one of the best performing schools at the time of the qualitative endline. Improved performance is attributed to EQUIP-T due to teachers' improved methods of teaching and child-friendly pedagogy, although some also credit the head teacher for his initiatives since he joined the school in 2014.

The head teacher was observed to be committed to the school and well organised. There is a SDP on the noticeboard with a plan on how to engage the community this year. Teachers were not observed to be in the class when the research team visited and were sitting with parents who were waiting to see the head teacher. The village chairman said that teacher absenteeism has reduced since the new head teacher joined the school.

Description of the community

During the monsoon, there is no communication between sub-villages since the river cuts across the sub-villages, isolating the ones that are further away from the school from the rest. During the dry season, the scarcity of water in the school and lack of alternative water sources results in teacher absenteeism. The village does not have grid electricity and relies on solar power. The school has solar energy, which was installed by the school and community.

The community members are pastoralists and farmers. They herd cattle and goats and farm cotton. According to teachers and the PTP and SC, most parents, especially women, have not received a formal education, and do not speak Swahili.

The community participates in traditional meetings called *wasumbawatale* (Sukuma), which are to discuss village issues, there the traditional leader is the chairman, and the village leader is a member. School-related challenges are integrated into these meetings, PTP members are given a chance to speak here and the head teacher, and the SC chair also is given an opportunity to talk in these meeting. The community is reported by the school and PTP to be engaged in the school's affairs and works with the school to address absenteeism, improve school performance, and contribute to school development activities. The team observed several parents at the school over the three days of the research.

B.4   School 4

Description of the school

School 4 is located in an urban area surrounded by tarmac road and has no fences. The school is located close to shops, guest houses, and residential houses. Essentially there are two schools in one compound. Both schools have high enrolment levels. The sampled school has 2,406 pupils and 33

teachers. The sister school, which is in the same compound, has almost similar enrolment levels and so the school compound is busy.

The school has 19 classrooms and 34 toilets. Despite the contribution from parents and education programmes like the Education Programme for Results towards constructing classrooms and making desks, the school has a critical shortage of classrooms and desks. Parents and teachers report a shortage of infrastructure in general. The team observed pupils sitting on the floor in front of the classroom and some sitting outside. The school operates in shifts for lower classes and has a feeding programme for Standard 7, as the pupils stay on for extra hours. The food programme is organised by parents.

The school has the Edtech project iKnowledge, which provides ICT training for teachers. The EPforR programme has also constructed eight classrooms with full desks to improve the learning environment. In addition, there is Haki Elimu, which advocates for transparency and accountability, and calls for parents to be more involved in their children's academic performance.

Description of the community

The community is located in an urban area and close to the region's administrative headquarters. There are about 200 households surrounding the school. Most of the children who attend this school live within a kilometre and walk or cycle to the school; the rest use public transport.

Some children come from other wards – beyond the immediate catchment area of the school. The area is highly developed with tarmac roads, big shops, and hotels around the school and with public transport around the area.

The main economic activity for this community is a retail and wholesale business for agricultural produce. Most community members read, write, and speak Swahili. Parent participation in school activities is high. They frequently meet to discuss how they can contribute towards the performance of their children and through these meetings have decided to contribute to learning camps, which also provide meals, enabling pupils to stay in the school for longer. Community leaders also participate in school development. As a result of the fee-free education policy, an education agenda is integrated into the community meeting by providing updates about the school and discussing school needs. There is also the active engagement of regional, district, and community leaders in education issues reported by this school as a result of the campaign at the district level to change the district from a poor-performing to a well-performing one.

B.5   School 5

Description of the school

School 5 is located in a rural location, away from paved roads and on the outskirts of a village, with no vehicles seen in the community apart from bicycles and no sign of electrification. The plot of land on which the school stands is not immediately adjacent to the community, which means that even those living in the nearest sub village need to walk for at least 10 minutes to reach the school.

The school has six teachers in total and 464 pupils. The numbers have increased from 125 pupils five years ago. The teacher–pupil ratio at the school is 1:77. The teachers report insufficient classrooms. The lack of classrooms and the dramatic increase in pupil numbers (possibly due to the fee-free education policy) in recent years have led to a two-shift teaching pattern at this school. The first shift is from 7.00 am to 11.00 am and the second from noon to 4.00 pm. The school operates a porridge

feeding programme for pupils, which is run with the support of the community as there is no kitchen at the school.

The school has seven classrooms and two offices. The school also includes a pre-primary class, which is particularly overcrowded and lacks even the most basic infrastructure. In particular, desks and chairs are in such a shortage that some of the children are taught under a nearby tree. This was observed by the research team during their visit to the school as well. All classrooms are equipped with blackboards but are dilapidated, with crumbling floors and insufficient desks for recent increase in the numbers of pupils attending this school.

The school does not have electricity, and as a result, pupils are unable to come to school for a multi-day camp in preparation for final exams and need to go to a neighbouring school for preparation. The EQUIP-T noticeboard is located in a visible spot and appears to have been used regularly. There are two teacher residences adjacent to the school. There are six old toilets for male and female pupils (with eight new ones under construction at the time of fieldwork); toilets for teachers are only available inside the adjacent staff housing.

Description of the community

The school's catchment area has one village, with four sub-villages. The households in the sub-villages are scattered and the area is sparsely populated. There are 157 households in the village. Pupils from neighbouring villages also come to this school. These furthest village – about 3km from the school – is considered to be too far for pupils to be able to access the school; given the absence of public transport, community respondents believe this sub-village ought to have its own primary school.

Parents are engaged in farming (including growing tobacco), keeping livestock, pastoralism, and breaking stones. Parents describe the community as lacking educated people, which contributes to a lack of participation as well as a perception that educating children has little value. This, however, has changed since 2015–2016. There have been reports of substantial changes in parental participation, especially around addressing the chronic absenteeism of pupils, and a marked change in their relationship with the school since parents are no longer asked to make financial contributions towards the running of the school.

B.6   School 6

Description of the school

School 6 has good infrastructure, with five teacher residences, seven classrooms, toilets, and a noticeboard centrally located and visible with information. The toilets are being built by workers brought in and paid for their construction work. The school has approximately 800 pupils and 11 teachers. The school farms maize, rice, groundnuts, mangos, and cassava, and has a small dam for irrigation. Additionally, the school has 20 goats (they had 10 when they began the IGA project). The IGA supports two projects: goats and maize/rice farming.

At the school, teachers utilise the *Jiamini Uwezo Unao* ('Be confident, you can') club to support peer learning. Children are assigned to help their fellow pupils who struggle with reading and writing. The same strategy is also used for pupils who speak vernacular languages and struggle with Swahili. Readiness classes in the community have helped decrease the number of school-age children not enrolled in school. Additionally, there is a pupil committee that is engaged by the SC in school projects.

There was support to the school from World Vision in the past. World Vision paid for the building of the staff houses, contributed pupil desks, and supports children with disabilities at the school.

Description of the community

There are 270 households in the community, and there are two schools present: one primary and one secondary. The main economic activities in the community include farming, keeping livestock, and pastoralism. There are some motorbikes and cars in the community. Compared to other sampled communities in the endline sample, this community is of a higher socio-economic status. Teachers are engaged in other money-making activities (for example, honey), and so do not fully depend on their income from teaching alone.

There are eight sub-villages that send children to this school. Geography poses a challenge for parental engagement. Being far from the school impacted the level of engagement of parents and influenced pupil attendance. Whilst most are close to the school, some sub-villages are further away, with the result that parents from there are less active in the school. There is a complex picture of distance and school participation. The FGDs suggested that parents who live far away are not as active as those who live nearby. However, parents who live further away and participated in FGDs complain that the parents living nearby are often late for school meetings.

The SC reports that the community is active in the school. The head teacher of the school is having a positive impact on the relationship between the school and the community. Whilst some respondents feel that education is devalued, parents and a few other stakeholders felt that this has shifted. Whilst previously parents did not see the value of education, the SC reports that they have changed their views on this.

Annex C   Further information on EQUIP-T

C.1   EQUIP-T implementation progress between baseline and April 2019

EQUIP-T's annual reports and quarterly reports set out implementation progress. Using these reports, together with information from interviews carried out with the EQUIP-T MA in January 2018 February 2019, the tables below describe, for the components covered in this report, the main activities implemented up to the time of the qualitative endline. The tables are organised with activities from baseline to midline, and midline to quantitative endline, and in the year between quantitative and qualitative endlines, in the seven regions.[51] Each table also contains a column called 'ref' which gives the original activity numbering set out in the EQUIP-T annual report 2015. This is useful because this it gives a picture of which activities have continued, are new, have been discontinued or were never implemented.

Table 9: Implementation of sub-component 1A teacher performance

Stage of impact evaluation		Baseline to Midline Aug 2014 to Mar 2016	Midline to Quantitative Endline Apr 2016 to Mar 2018	Quantitative Endline to Qualitative Endline Apr 2018 to Apr 2019
Activities[1]	Ref	Description	Description	
Early grade (EG) teacher INSET (district/ward level & school-based)	1.2	EG literacy modules 1-8; EG literacy modules 9-13 (partial); 3Rs curriculum INSET	EG literacy modules 9-13 (finish); EG numeracy modules 1-4; gender-responsive pedagogy (GRP); EG numeracy modules 5-9	EG numeracy modules 10-13; Literacy refresher training; General effective pedagogy manual being developed[2]
Communities of learning	new	X	Ward cluster reflection meetings for teachers related to INSET; school performance management meetings (SPMMs, aka 'weekly meetings')	Ward cluster reflection meetings continued.
Distribution of teaching and learning materials	1.2	Supplementary readers; big books/teacher read-aloud books; literacy toolkits	Numeracy toolkits	X
Teacher training videos	new	X	Production phase	8 EG literacy videos, 6 EG numeracy videos, and 1 safe and positive learning environment video distributed (via SD cards) with video handouts to guide discussion. Other material put on to the USBs: soft copies of all modules; 28 videos produced by TIE on how to teach letters names/sounds.
Wider reform to teacher development		Various–see below	Institutional strengthening/partnerships with TIE, TSC, TTCs/Universities	Support on Communications strategy for TSC provided; Training needs assessment for district TSC assistant secretaries.
Positive & safe learning environment campaign	new	X	Posters and activities aimed at teachers and parents (national campaign); video on positive learning environment in production phase	See above in 'teacher training videos' for video information.

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[51] However the table for Component 3 groups everything from midline to endline into one column as the quantitative endline did not explore this component.

Teacher competency framework (TCF)/Teacher performance management system	1.1 /1.3	Produced TCF and concept note on teacher professional development strategy (TPDS). Intention to integrate simplified TCF into TPDS and operationalize in 2016	Contributions to National teacher CPD framework (at draft stage)[2]	See above.

Sources: OPM 2016a, pp11-12; EQUIP-T MA (2016, 2017, 2018a, 2018b, 2018d, 2019a 2019b, 2019c); Interviews with EQUIP-T MA (Jan 2018 and Feb 2019). Notes: (1) Two of the original activities under this component, namely 1.4 Improving teacher morale, and 1.6 TTC scholarships for rural candidates, were not implemented. Instead, the intention (as noted in EQUIP-T MA, 2015b) was to achieve the objective of 1.4 implicitly via support to the national teacher CPD framework; and for 1.6 to explore developing SRP Community Teaching Assistants into rural teachers under the SRP activities. (2) The general effective pedagogy module was due to be rolled out between July-September 2019, after this fieldwork was conducted. (3) Two EQUIP-T annual reports (2016, p36 and 2017, p35), both emphasise the importance of a national framework for teacher CPD, to support the investments that have been made in INSET.

Table 10: Implementation of component 3 district planning and management

Stage of impact evaluation Timing		Baseline to Midline Aug 2014 to Mar 2016	Midline to Endline Apr 2016 to May 2019
Activities	Ref	Description	Description
Motorbikes	3.3	WEOs receive motorbikes (partial)	All WEOs have received motorbikes
WEO grants	3.3	Monthly grant for fuel, maintenance	WEOs continue to receive monthly grant
WEO training	3.3	Training on WEO grants (May 2015)	Training on WEOs roles supporting schools, administrative responsibilities, and the WEO grant. (August 2017)
WEO CPD	new	X	Initiation of WEO CPD, rolled out to LGAs/WEOs (May 2018); [1]
Strengthening District planning & management capacity	3.1	Training for LGA officers: Strategic Planning 1, Strategic Planning 2 and Annual Planning trained in all regions. Budget and Budget Management started in some regions.	Budget and Budget Management training completed
Decentralised funding	3.2	Decentralised funding mechanism introduced, LGAs start receiving grants in 2015	LGAs continue receiving grants
Support for decentralised funding	3.2	Training for district (and regional) officers relating to the decentralised funding: budget planning, fund requests, implementation reporting, and management of WEC and PTP grants	Support (remote, and visits) from EQUIP-T fund officers and regional teams for implementing LGA grants.
LGA monitoring grants	new	X	Grants to LGAs for monitoring visits to schools
DEMs	new	X	DEMs piloted in 2016, rolled out to all regions from October 2017.

Sources: OPM (2016a) pp 13-14; EQUIP-T MA (2016); EQUIP-T MA (2017); EQUIP-T MA (2018a); EQUIP-T MA (2018b); Interviews with EQUIP-T MA (Jan 2018). Notes: (1) WEOs also received training on their roles within the whole school visit SQA process from SQAs under the EPforR programme, in July 2018.

Table 11: Implementation of sub-component 4A community participation and accountability

Stage of impact evaluation Timing		Baseline to Midline Aug 2014 to Mar 2016	Midline to Quantitative Endline Apr 2016 to Mar 2018	Quantitative Endline to Qualitative Endline Apr 2018 to Apr 2019
Activities	Ref	Description	Description	Description
Community based performance monitoring	4.3 4.10 4.12	School notice boards & support materials delivered (near complete roll out)	Development of community score card & piloting; District communications training (stories of change); District communication fund [3]	Community score cards rolled out by training WEOs and head teachers.
Community engagement in education planning[1]	4.4 4.13	CSO facilitators trained Community Facilitators (CFs) to support community education needs assessments (CENA) & action plans	Finishing CENA & action plans in some communities	Finishing CENA in Lindi, Mara and Municipals.
Capacity for effective operations of School Committee	4.5	SC training on roles, resp., school improvement, PTP set up; Separate SC training on PTP grants; TZS 450k grant (part of PTP grant#1)	SCs & PTPs training on roles of SC & PTP, policy, laws, resource management, school mission & vision	Second phase of SC training delivered to district level with second SC training manual
PTP formation & operations	4.7	PTPs formed, overseen by SCs. No direct training. TZS 100k from PTP grant#1 for PTP activities	PTP refresher training; PTP grant#2 TZS 550k for girls' education activities[2]	Inclusive education pack finalised and distributed, but no training attached or further PTP grant.
School income generating activities (IGAs)	4.8	X	Training on business plan development for teachers and community business leaders; IGA grants of TZS 1.5m disbursed to 50% of schools per district, and implementation of IGA started	IGA activities continued

Sources: OPM 2016a, pp11-12; EQUIP-T MA (2016, 2017, 2018a, 2018b, 2018d, 2019a 2019b, 2019c); Interviews with EQUIP-T MA (Jan 2018 and Feb 2019). Notes: (1) There is an additional Activity 4.6 listed in the MA EQUIP-T report 2015, about linking CENA to SDPs in SDP training materials; it is given a status of 'achieved but ongoing'. (2) The EQUIP-T MA clarified that children with disabilities and other marginalised children could also benefit from the grant. (3) The procurement and delivery of noticeboards for schools which have not yet received them was delayed. The community score cards are called Community Based Performance and Monitoring (CBPM). These are distinct from the School Summary Report Cards that are being prepared by SQA teams following a Whole School Visit, and displayed on school notice boards.

C.2   EQUIP-T in-service training implementation details

Description of the EQUIP-T teacher in-service training delivered since baseline (in 7 regions)
Objective
To improve the performance of teachers, with a focus since baseline on strengthening early grade teaching of Kiswahili literacy (reading and writing) and numeracy and developing effective and gender-responsive pedagogy.

Delivery model

A continuous professional development cycle that starts with residential training at the district level targeted at in-service training coordinators (INCOs) (each school appoints a senior teacher for this role), and sometimes includes head teachers, WEOs and teachers, delivered by a district in-service training team of teacher training college tutors. Following this, INCOs and sometimes teachers who attended the district-level training facilitate bi-monthly school-based in-service training sessions using group self-study and peer learning methods linked to classroom practice. Schools decide on the participants in school-based training but all teachers of Standards 1 and 2 are included at a minimum. Each study session takes about three hours and covers one module. Following this, the INCO and another teacher attend a ward cluster meeting each quarter with teachers from other schools in the ward. Teachers are also expected to attend school performance management meetings (SPMMs) each week with other teachers in the school to reflect on their classroom practice, and to get peer support and mentoring. There have been continued refinements to the model over time as the programme was learning what works best for improving the skills and knowledge of teachers and for ensuring the sustainability of the model.

Four sets of in-service training were provided for early grade teachers in 2015

- *Set 1: Early grade Kiswahili literacy modules 1–4*: These cover general pedagogy, an introduction to gender-responsive pedagogy, and classroom management techniques. One day of ward-level training was delivered to INCOs and teachers of Standards 1 to 3, followed by school-based training.
- *Set 2: Early grade Kiswahili literacy modules 5–8*: These technical modules cover parts of the Kiswahili syllabus (reading and writing). They were delivered to early grade teachers as part of school-based training, followed by one day of district-level training for teachers of Standards 1 and 2, as a refresher.
- *Set 3: Early grade Kiswahili literacy modules 9–13*: These continue the series of technical modules covering parts of the Kiswahili syllabus (reading and writing). Three days of district-level training were delivered to INCOs and teachers of Standards 1 and 2, followed by school-based training. This was partially delivered in 2015 and completed in 2016.
- *Set 4: 3Rs curriculum training*: This covers the new Standards 1 and 2 national curriculum, including how to prepare schemes of work and lesson plans. Three days of district-level training was delivered to some teachers of Standards 1 and 2, followed by school-based training for the other teachers of Standards 1 and 2. In the rest of the country, 3Rs curriculum orientation training has been delivered by the LANES programme using a different model of one-off residential training.

Two sets of in-service training were provided for early grade teachers in 2016

- *Set 5: Early grade Kiswahili literacy modules 9–13*: These were partially delivered in 2015 and completed in 2016.
- *Set 6: Early grade numeracy modules 1–4*: These technical modules cover parts of the maths syllabus. Five days of district-level training were delivered to INCOs and specialist maths teachers (any maths teacher from Standards 1-6 selected by the school), followed by school-based training for Standards 1 and 2.

Two sets of in-service training were provided for early grade teachers in 2017

- *Set 7: Gender responsive pedagogy*: This covered gender-responsive pedagogy. Three days of district-level training were delivered to INCOs and gender-focal teachers (if schools had teachers appointed to that post), followed by school-based training for teachers of all Standards.
- *Set 8: Early grade numeracy modules 5–9*: These continue the series of technical modules covering parts of the maths syllabus. Five days of district-level training were delivered to INCOs and specialist maths teachers, followed by school-based training for Standards 1 and 2.

In-service training provided for early grade teachers in 2018

- *Set 9: Early Grade numeracy modules 10-13:* These continue the series of technical modules covering the maths syllabus, and completed the numeracy modules.
- *Set 10: Literacy refresher training.* At the same time EG literacy and EG numeracy videos and handouts were distributed to enhance refresher training.

Sources: EQUIP-T MA (2015b, 2016, 2017d, 2018a, 2018b, 2018d, 2019a 2019b, 2019c); Interviews with EQUIP-T MA (Jan 2018 and Feb 2019).

About the project

The independent Impact Evaluation of the Education Quality Improvement Programme in Tanzania (EQUIP-T) is a six-year study funded by the United Kingdom Department for International Development (DFID). It is designed to: i) generate evidence on the impact of EQUIP-T on primary pupil learning outcomes, including any differential impacts for girls and boys; ii) examine perceptions of effectiveness of different EQUIP-T components; iii) provide evidence on the fiscal affordability of scaling up EQUIP-T post-2018; and iv) communicate evidence generated by the impact evaluation to policy-makers and key education stakeholders.

EQUIP-T is a Government of Tanzania programme, funded by UK DFID, which seeks to improve the quality of primary education, especially for girls, in nine regions of Tanzania. It focuses on strengthening professional capacity and performance of teachers, school leadership and management, systems which support district management of education, and community participation in education.