



WATOTO KWANZA

IMPROVING ACCESS TO AND QUALITY OF
EARLY CHILDHOOD EDUCATION IN ZANZIBAR
FINAL EVALUATION



دبي العطاء
Dubai Cares



SAMUEL HALL.



Samuel Hall is a social enterprise dedicated to research in countries affected by migration. Our mandate is to produce research that delivers a contribution to knowledge with an impact on policies, programmes and people. **Samuel Hall conducted the final evaluation of Watoto Kwanza.**



Education is one of the most effective tools to break the cycle of poverty, a belief held by the organization's founder His Highness Sheikh Mohammed Bin Rashid Al Maktoum, Vice President and Prime Minister of the UAE and Ruler of Dubai. It was from this belief and the desire to give children – regardless of their gender, nationality, race or religion – the opportunity to become positive contributors to society. **Dubai Cares** is a UAE-based philanthropic organization working to improve children's access to quality education in developing countries. **Dubai Cares funded Watoto Kwanza over a period of four years (2014-2017).**



The **Aga Khan Foundation (AKF)** brings together human, financial and technical resources to address some of the challenges faced by the poorest and most marginalised communities in the world. Special emphasis is placed on investing in human potential, expanding opportunity and improving the overall quality of life, especially for women and girls. It works primarily in six areas: Agriculture and Food Security; Economic Inclusion; Education; Early Childhood Development; Health and Nutrition; and Civil Society. **AKF was the grant manager for Watoto Kwanza.**



The **Madrasa Early Childhood Programme (MECP)** was established initially as a pilot project by AKF in Mombasa in the mid-1980s. Early success and growing interest within the region, led to the establishment of the Madrasa Training and Resource Centers in Kenya (1989), Zanzibar (1990) and Uganda (1993), each of which promotes quality community-based, culturally relevant and pluralistic early childhood development with underprivileged Muslim communities and those among whom they live. **MECP-Zanzibar was the main implementing partner for Watoto Kwanza.**



The vision of the **Ministry of Education and Vocational Training (MoEVT)** is a democratic and peaceful society enjoying a high quality of education and livelihood and committed to lifelong learning to effectively respond to development challenges. Thus, the MoEVT is committed to ensure equitable access, quality education for all and promotion of life long learning. **The MoEVT was the public implementing partner for Watoto Kwanza.**

This publication was commissioned by Dubai Cares. It was prepared and conducted by Samuel Hall. The views and analysis contained in the publication therefore do not necessarily represent the views of Dubai Cares. Any errors are our own and should not tarnish the reputations of others.

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LIST OF ACRONYMS

AKF	Aga Khan Foundation	MoEVT	Ministry of Education and Vocational Training
CSO	Civil Society Organisation	MoF	Ministry of Finance and Planning
DEO	District Education Office	NER	Net Enrolment Rate
ECE	Early Childhood Education	NGO	Non-Governmental Organisation
FBO	Faith-Based Organisation	OECD	Organisation for Economic Co-operation and Development
FGD	Focus Group Discussion	PPE	Pre-Primary Education
GPE	Global Partnership for Education	PPP	Public Private Partnership
GRE	Gross Enrolment Rate	PTR	Pupil-to-Teacher-Ratio
IP	Implementing Partner	SUZA	State University of Zanzibar
KII	Key Informant Interview	TC	Teachers Centre
MECP-Z	Madrassa Early Childhood Programme – Zanzibar	UNICEF	United Nations Children’s Fund
MESWYWC	Ministry of Empowerment, Social Welfare, Youth, Women and Children		

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EXECUTIVE SUMMARY

The importance of early childhood education (ECE) to a child's life has recently been gaining in prominence. In 2015, the Sustainable Development Goals set “access to quality early childhood development, care and pre-primary education” as a goal for all children by 2030. In the context of Zanzibar, this goal is being increasingly pursued by the government since pre-primary education (PPE) was declared part of basic and compulsory education in 2006 – but, as of 2018, non-governmental stakeholders still play a significant role in the actual provision of PPE or ECE (both terms are used interchangeably in this report).

The present study assesses the *relevance, effectiveness, efficiency, and sustainability* of the Watoto Kwanza project, designed to address some of the key challenges facing Zanzibar's PPE sector as of 2013. With funding by Dubai Cares, the Aga Khan Foundation (AKF), the Madrasa Early Childhood Programme – Zanzibar (MECP-Z) and the Ministry of Education and Vocational Training (MoEVT) jointly implemented the Watoto Kwanza project from 2014 to 2017 across Zanzibar's two main islands, Unguja and Pemba. **In addition to evaluating the three key project elements of Watoto Kwanza – Training and Professional Development of Teachers; Conductive and Constructive Teaching and Learning Environments; and Support Systems and Networks – the research situates these within the currently changing landscape of ECE in Zanzibar and looks ahead to the future of the project's outcomes.** Finally, it proposes recommendations based on these findings at three levels: specific to Watoto Kwanza, specific within the ECE sector, and broader sectoral recommendations.

Samuel Hall took a mixed-methods approach, using qualitative and quantitative research tools, to gather solid and diverse data on the project outcomes over a period of one month (February/March 2018) across eight districts in Unguja and Pemba. The information in the report is based on a desk review, over thirty key informant interviews (KIIs), twenty focus group discussions (FGDs), fifty-one school observations and a quantitative survey with more than 500 teachers trained by Watoto Kwanza. A workshop with key stakeholders was conducted in Zanzibar in May 2018 to further discuss and nuance recommendations.

EVALUATING WATOTO KWANZA AND ITS THREE KEY PROJECT ELEMENTS

The findings from the mixed-methods research of this study paint a positive image of the project's outcomes and the way in which MECP-Z achieved these. Watoto Kwanza was designed and implemented with high *relevance, efficiency and effectiveness* ratings, *sustainability* forming the main point of concern.

With regards to the **Training and Professional Development of Teachers**, a key gap in the ECE system as of 2013/14, when the programme was being designed, was efficiently and effectively addressed. Positive and negative takeaways include but are not limited to:

- + **896 teachers overall were trained between the two different in-service courses and one pre-service course, with all of them being considered of the highest quality by various stakeholders.** All courses were designed and implemented together with the MoEVT, allowing them to be government-recognized and creating jointly owned training curricula for further use.
- + Teachers reported an uptake in appreciation of ECE teaching, ‘domino’ effects with teachers not directly involved in the programme, and, generally, a positive impact on their life (over 98% of teachers).
- + Implementors adapted the project to reflect appreciation of discrete elements and changing circumstances; for example, the mentorship component, which trainees particularly appreciated, was broadened during the project’s implementation
- **The key concern for this element is the lack of actual and formal employment for trained teachers.** Although trainings responded to a gap in trained teacher numbers, limited employment opportunities exist for those who have been trained – only one-third of trained teachers are currently employed (for those who participated in the pre-service training this number drops to 10 %). Instead, nearly half of all trained teachers are currently volunteering without appropriate remuneration, which is, in most cases, an individual coping strategy due to limited employment opportunities. Without significant progress in this matter, the positive outcomes of Watoto Kwanza and the positive future of the PPE in Zanzibar are threatened, as volunteer teachers start quitting their jobs, teachers get demoralized, and becoming a pre-primary teacher becomes a less compelling job option for potential candidates in the future.

Examining the **Conductive and Constructive Teaching and Learning Environments** element shows mixed results. While the material development course stands as disproportionately influential and successful, other elements under this component lagged in implementation and *sustainability*:

- + **533 teachers were trained in the development of low-cost teaching and learning materials.** These three-day courses were repeatedly mentioned by teachers as a favourite part of the project and have left a positive and visible outcome at many schools in Zanzibar.
- Watoto Kwanza also included a small component of material distribution (books, storage gallons, mats). **While 316 schools received these elements, the availability of materials at schools observed was inconsistent in terms of materials provided and their durability.** Although material provision may have, in theory, addressed a highly relevant challenge in Zanzibar’s pre-primary sector, its implementation falls short in terms of *efficiency* and *sustainability*; especially in comparison to material development courses.

Finally, the **Support Systems and Networks** element established and facilitated a school cluster system, but little direct outcomes on community awareness and engagement can be attributed to Watoto Kwanza:

- + **The school cluster system continues to this day, with 75 % of teachers stating that their school is part of a cluster.** These meet regularly, discussing issues highly relevant to the pre-primary sector in Zanzibar. In addition, the supervision for the clusters has been handed over to the MoEVT and its District Education Offices (DEOs).
- **Watoto Kwanza featured limited engagements with small groups of selected parents and community members,** who were then supposed to further disseminate this knowledge; yet, few parents interviewed in FGDs had even heard of Watoto Kwanza, and the government remains seen as the main driver for positive trends around engagement and PPE activity. This lack of information and inclusion can be a major hurdle for appropriate ownership and support by parents and communities.

SITUATING WATOTO KWANZA IN ZANZIBAR'S CHANGING ECE LANDSCAPE

Watoto Kwanza had to navigate a challenging context, with systemic factors impacting the project and its outcomes:

- **ECE in Zanzibar has been and is undergoing a phase of dynamic changes** (e.g. increasing government involvement and increasing enrolment rates);
- **Insufficiencies and setbacks on various fronts** (e.g. high PTRs and lack of classrooms) show that Watoto Kwanza was a step in the right direction but just formed one piece of a larger puzzle; and
- **Lack of appropriate and strategic planning and funding of projects and parts of the ECE sector** (by the government) jeopardizes the positive outcomes of projects such as Watoto Kwanza.

Watoto Kwanza has clearly strengthened the ECE system (for example, the independently running school cluster system, and the continued use of developed training curricula by the MoEVT and MECP-Z). However, from a practical perspective, missed opportunities to further promote the *sustainability* of the project's outcomes include the limited efforts to ensure employment for trained teachers, lack of uptake on material development courses by official trainings (beyond SUZA courses), and a continued reliance on communities to provide or even fund PPE services (through, for example, the support of volunteering teachers). **Further steps to increase the independence of the system and communities as well as clearer communication about the temporary nature of interventions are called for in future projects.**

Looking towards the future, and in addition to the funding challenges implied above, a severe lack of appropriate infrastructure presents one of the key challenges to PPE in Zanzibar.

Without the appropriate quantity and quality of classrooms, children’s attendance and learning are threatened; this is especially concerning given the increasing enrolment in ECE in Zanzibar. Barriers to enrolment on the ‘demand’ side continue to include financial constraints for poor parents (uniforms, transport, etc.), lack of awareness, and distance to and safety at schools (in peripheral areas). In addition to all the above, current or planned changes in the PPE system – including devolution through decentralization and a revision of the PPE curriculum for children – will need to be considered for future programming.

RECOMMENDATIONS

Beyond an evaluation of the Watoto Kwanza project, this study seeks to provide a way forward to ensure quality ECE in Zanzibar. In this regard, it proposes the following as steps forward at different levels:

1. Recommendations specific to improving the outcomes of Watoto Kwanza

1. Promote trained teacher employment
2. Build on curricula and capacities developed
3. Nurture the school cluster system

2. Broad sectoral recommendations to underpin future ECE policy and programming

1. Coordinate stakeholders for system-based planning
2. Ensure reliable forecasting and rigorous monitoring

3. Specific sectoral recommendations to address identified challenges

1. Update the ECE curriculum
2. Apply and refine clear and transparent recruitment and employment procedures and policies
3. Increase parental awareness, demand and engagement
4. Design and build appropriate (infra)structures

The implementors of Watoto Kwanza – AKF, MECP-Z and the MoEVT – are, based on their experience, expertise and mandate, uniquely placed to drive the above forward to promote a strong, sustainable ECE sector in Zanzibar.

I. INTRODUCTION

The semi-autonomous region of Zanzibar, part of the United Republic of Tanzania, has in recent years achieved notable improvements in socio-economic development variables like decreased child mortality rates and slow but steady economic growth. With roughly 30 % of all *Zanzibaris* younger than ten, education is particularly relevant for continuous progress.¹

Zanzibar’s education system has been in a phase of transition since the 2006 Zanzibar Education Policy translated the goals and strategies of ambitious policy documents² “into a concrete comprehensive education policy.”³ Current trajectories – for example a continuous increase of the Net Enrolment Rate (NER) for primary education from 76 % in 2001 to 86 % in 2016⁵ – suggest that the system is developing well, especially in comparison to mainland Tanzania where the primary NER has been decreasing in recent years.⁶ However, clear discrepancies exist in terms of access to and quality of education at different levels. Early childhood education (ECE), in particular, requires improvements.⁷

“By 2030, ensure that all girls and boys have access to quality early childhood development, care and pre-primary education so that they are ready for primary education.”
Sustainable Development Goals Target 4.2⁴

In the 2006 policy, the change to compulsory ECE – which is in line with broader global trends highlighting the importance of ECE, such as SDG target 4.2 (see quote above) – was instituted in a system unready to meet all its requirements. While ECE provision and access had increased significantly in numbers, the Gross-Enrolment-Rate (GER) for ECE was only 33 % in 2015, and officially, the system was only sufficient to provide ECE for to up to 50 % of eligible children.⁸ At the time of the project conception, four key challenges in the ECE sector stood out, some of which remain today:

- **Unequal access by socio-economic status**⁹
- **Unequal access to and quality of ECE by location**¹⁰

¹ Office of the Government Statistician, “Zanzibar Statistical Abstract 2016.”

² Documents referred to include: Vision 2020 & MKUZA (Zanzibar Strategy for Growth and Reduction of Poverty),

³ Right to Education Project, “Right to Education Country Factsheet: United Republic of Tanzania,” p 10.

⁴ United Nations, “Sustainable Development Goal 4.”

⁵ UNESCO and MoEVT, “Education For All Assessment 2001 - 2013: Zanzibar;” MoEVT, “Zanzibar Education Development Plan II: 2017/2018–2021/2022”

⁶ UNICEF, “Education Factsheet, Tanzania.”

⁷ MoEVT, “Zanzibar Education Development Plan II;” Murphy, Rawle, and Ruddle, “Zanzibar Education Situation Analysis: Final Report;” VSO, “Leading Learning: A Report on Effective School Leadership and Quality Education in Zanzibar.”

⁸ Murphy et al, “Zanzibar Education Situation Analysis.”

⁹ MoEVT, “Zanzibar Education Development Plan II;” Murphy et al, “Zanzibar Education Situation Analysis.”

¹⁰ Ibid.

- **Lack of conducive learning environments¹¹**
- **Insufficient number, capacity and training of pre-school teachers¹²**

Recognising this, in 2013, the Aga Khan Foundation (AKF) and their “sister organisation”¹³, the Madrasa Early Childhood Programme - Zanzibar (MECP-Z), proposed a project – tasked with “**Improving Access to and Quality of Early Childhood Development**” – to Dubai Cares, who then funded it over a period of four years (2014-2017). This strong partnership¹⁴ created the **Watoto Kwanza project as a Public Private Partnership (PPP) project with three key elements:**

- **Supporting the professional development of teachers;**
- **Creating conducive and constructive teaching and learning environments; and**
- **Strengthening school, community, and government support systems.**

These were implemented in eight of the ten (equivalent to now nine of the eleven) administrative districts of Zanzibar;¹⁵ Unguja Mjini (Zanzibar Urban) and Unguja Kusini (South) were primarily excluded due the relatively high level of ECE provision in those districts.¹⁶

This report, focused on the eight targeted districts of implementation, serves as a final evaluation for the Watoto Kwanza project. Drawing on key OECD-DAC criteria and focused on four thematic areas at the core of the project, this evaluation takes a mixed-methods approach to evaluating the different components of the project and situates it more broadly within the context of ECE in Zanzibar to provide clear recommendations on how best to continue support to this sector.

1.1. BACKGROUND

1.1.1 ECE IN ZANZIBAR

While universal and free PPE is now part of the overall mandate of the Ministry of Education and Vocational Training (MoEVT), in reality, **the provision of PPE in Zanzibar is split, with**

¹¹ MoEVT, “Review of Zanzibar Education Development Programme (ZEDP): 2008/2009 – 2015/2016;” UNESCO and MoEVT, “Education For All Assessment 2001 - 2013.”

¹² MoEVT, “Zanzibar Education Development Plan II;” Murphy et al, “Zanzibar Education Situation Analysis,”

¹³ KII, Regional Education Advisor East Africa (AKF)

¹⁴ MECP-Z (primarily supported by AKF) has been promoting pre-primary education and care for young children in Zanzibar since the early 1990s, largely by supporting community pre-schools and offering trainings, and AKF is involved in ECE worldwide.

¹⁵ Although the district Unguja West was split in two (West A and West B) in 2015, resulting in now 11 administrative districts, this report is using former number and structure of districts to be aligned with all programme documents of Watoto Kwanza.

¹⁶ KII, Regional Education Advisor East Africa (AKF); this exclusion was not consistently followed through and, for example, a total of seventy-one teachers from those districts were trained.

non-governmental actors contributing more than half of all services in terms of facilities and enrolment (in 2015). These include communities, CSOs, NGOs, FBOs, and private actors.¹⁷ The government provides a small number of standalone pre-primary schools (30 in 2016) and a growing number of pre-primary classes within primary schools; in addition to these are the GPE-funded but government-controlled Tutu Centres, which were implemented as a temporary ‘fix’ for the lack of ECE in underserved areas and where children listen to thirty-minute radio programmes each day (260 centres in 2015).¹⁸

Box 1: ECE or pre-primary education?

Globally, there are varying definitions for (ECE) and pre-primary education respectively. For most, ECE “includes all kinds of education taking place before compulsory primary education [...] provided in different settings: nurseries, crèches, child-care centres, kindergartens, preschools,” etc. – these can include children under three years of age.¹⁹ On the other hand, pre-primary education is “primarily designed for children aged 3–6 years as an introduction to a school-type environment, to provide a bridge between home and school.”²⁰ Given the overlap of these definitions and based on the fact that ECE in Zanzibar officially features educational services for children age 4–5,²¹ this report will use both terms interchangeably.

A widespread increase in ECE and demand for it has been triggered by governmental and donor policy and programming changes:

- In early 2015, **the Zanzibari government declared pre-primary and primary education to be completely free**, including the abolition of so-called voluntary contributions by parents.²² This step has reduced financial constraints for poor families wishing to access pre-primary schools, but has also added (financial) pressures on the educational system.²³
- While the government had already encouraged its **primary schools to open pre-primary classes** before 2014, this trend saw strong uptake in 2016 and 2017, according to key informants.²⁴

¹⁷ Murphy et al, “Zanzibar Education Situation Analysis.”

¹⁸ Education Development Center, “Radio Instruction to Strengthen Education (RISE) and Zanzibar Teacher Upgrading through Radio (ZTUR) - Post-Project Evaluation in Zanzibar: Final Report.”

¹⁹ ILO “Right Beginnings: Early Childhood Education and Educators - Report for Discussion at the Global Dialogue Forum on Conditions of Personnel in Early Childhood Education,” p 2.

²⁰ Ibid.

²¹ Based on the 2006 Zanzibar Education Policy, the only compulsory ECE includes pre-primary education for children aged 4–5 years.

²² Majeed et al, “Mapping of School Capacity to Absorb Out-of-School Children in Zanzibar: A Review of School Capacity, School Inclusiveness, and Reasons Why Children Are out of School.”

²³ FGD, male Head Teacher of a government school (Unguja, Kaskazini A); FGD, female Community Member (Pemba, Micheweni); KII, Education Specialist Zanzibar (UNICEF)

²⁴ KII, Principal Secretary (MoEVT); KII, Pemba Officer-in-Charge (MoEVT)

- The implementation of a **school feeding (porridge) programme for pre-primary students** has created strong incentives for parents to enrol their children in ECE.²⁵
- In addition to Watoto Kwanza, **other donor-funded programmes have tackled identified ECE issues** in Zanzibar (e.g. the GPE-sponsored training of “280 mentors and more than 520 primary teachers who are now prepared to teach pre-primary classes”²⁶).
- Finally, in 2015, the State University of Zanzibar (SUZA), with support by UNICEF, has started to offer a **diploma course in ECE** with currently more than seventy enrolled students.²⁷

These trends and developments, in parallel to Watoto Kwanza, are further increasing access to and quality of PPE. With decreased financial constraints, implemented incentives for parents and a moderate increase of classrooms, **the official GER for PPE has doubled from 33 % in 2015 to 66 % in 2017.**²⁸

This research underlines heightened problems faced due to these changes. Zanzibar’s pre-primary system is a highly dynamic landscape with a government expanding and refining their involvement in this sector. **Currently, the sector is experiencing a pivotal moment in which urgent issues, such as a lack of formal employment for trained teachers and insufficient infrastructures, require immediate attention.** Projects such as Watoto Kwanza have delivered positive outcomes but form part of a larger system struggling to reach ambitious policy goals.

1.1.2 WATOTO KWANZA

The Watoto Kwanza project and all of its activities were planned and conducted by AKF and MECP-Z in strong collaboration with the MoEVT and several of its departments and district education offices (DEOs). The inclusion of the ministry created the potential to use its existing resources, including Teacher Centres (TCs) at the district level.²⁹ Under the guidance of AKF, responsible for supervision, grant management and reporting, MECP-Z was the main implementing partner (IP), responsible for all on-the-ground activities such as stakeholder coordination, development of training courses and materials, implementation of activities, and more. MECP-Z also utilized the capacities and infrastructures of the MoEVT, pre-primary schools, head teachers and other stakeholders, such as SUZA. For a more detailed take on the project’s stakeholder collaboration and inclusion, see later sections.

› Sections 2.1.1 and 2.3.3

²⁵ Majeed et al, “Mapping of School Capacity to Absorb Out-of-School Children in Zanzibar;” FGD, male Parent (Unguja, Kaskazini A); FGD, male Community Member (Unguja, Kaskazini B); FGD, male Head Teacher of a government school (Unguja, Magharibi).

²⁶ GPE, “The Global Partnership for Education Approves a US\$5.76 Million Grant to Strengthen Education in Zanzibar.”

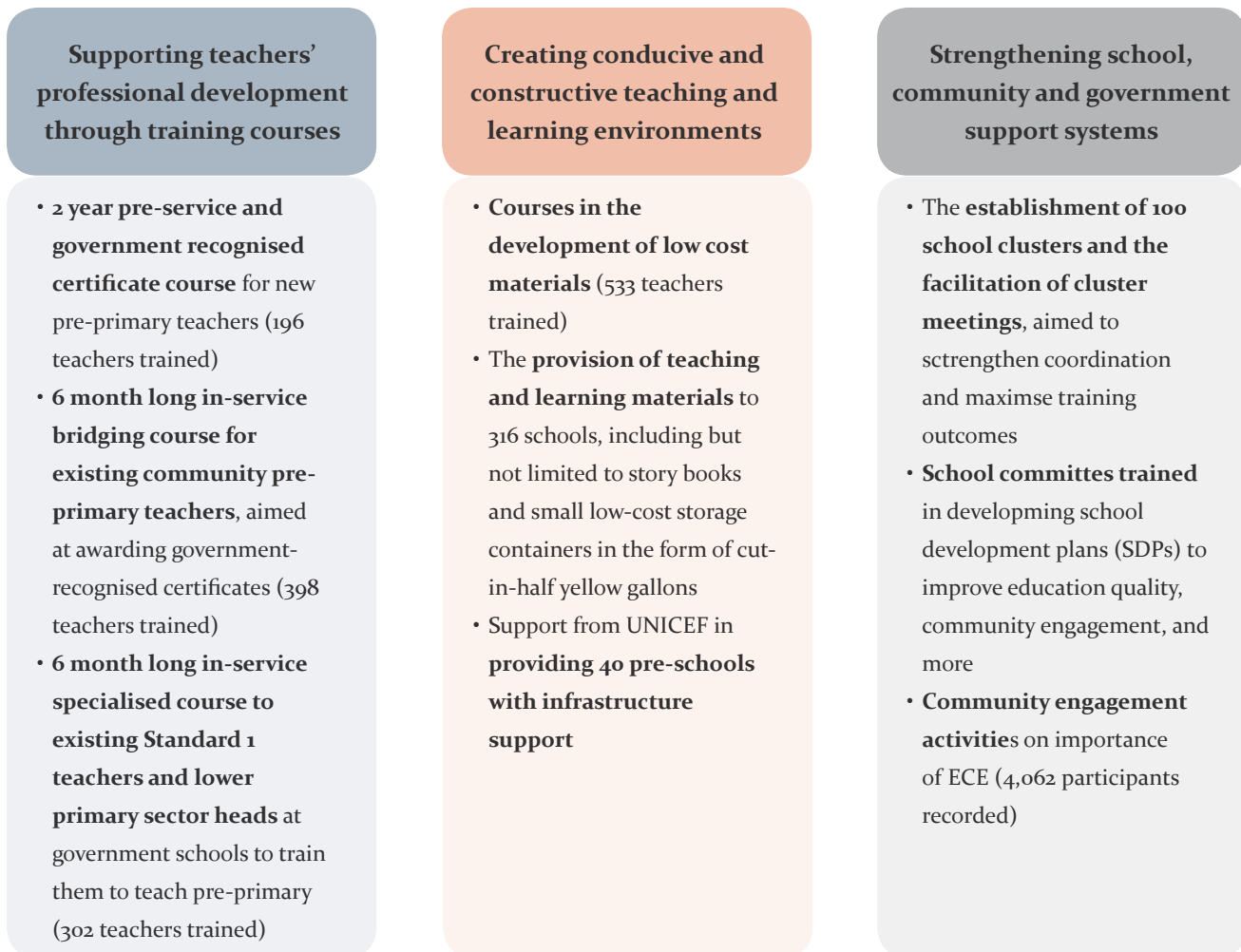
²⁷ GPE, “Zanzibar ESPIG Program Document 2018 – 2021.”

²⁸ Majeed et al, “Mapping of School Capacity to Absorb Out-of-School Children in Zanzibar.”

²⁹ KII, Programme Director (MECP-Z)

Watoto Kwanza involved a broad spectrum of interventions in Zanzibar’s ECE sector. While MECP-Z’s past work and experience had been primarily focused on community schools, this project heavily featured activities targeted at the governmental provision of PPE. These included:

Figure 1: Watoto Kwanza key elements



The project complemented these through communication activities (media engagement via radio and TV interviews, stakeholder events, etc.) and drove a learning agenda including a baseline study, a school mapping study and a review of teachers’ professional development.

Project elements were not all put into place in their originally planned form; MECP-Z and AKF adapted them based on implementation realities and opportunities identified. For example:

- Bridging and specialised courses were conducted by the same staff and at the same locations, only with slight differences in the curricula. In addition to the actual courses,

more trained teachers than planned received mentoring support during or after their training by high performing teachers trained to be mentors.

- The provision of teaching and learning materials, though initially planned as a small grant to schools, was actually implemented as a centralised procurement process by MECP-Z. Some schools received additional materials, such as mats.
- MECP-Z regularly engaged in discussions and workshops with other ECE stakeholders, especially the MoEVT, to advocate for a variety of interventions in the pre-primary sector.³⁰

In sum, between 2014 and 2017, Watoto Kwanza trained 896 teachers (all three courses combined) that were – at the time of training – located at 380 different schools across Zanzibar, according to programme documents. Although teachers at government schools were primarily targeted, Watotot Kwanza also trained teachers at community schools (including some already supported by MECP-Z) and private schools. Private schools included in Watoto Kwanza are – like most private schools in Zanzibar – similar to community schools, in terms of structure and staff, and do not reflect Western private-school-models.

Table 1: Trained teachers and their school types (according to programme documents)

	Government schools	Community schools	Private schools	Unclear/unknown	TOTAL
Trained teachers	632	246	11	7	896
Schools with trained teachers	228	142	10	n/a	380

1.2. EVALUATION METHODOLOGY

The overall objective of this evaluation, commissioned by Dubai Cares, is to understand the performance of the Watoto Kwanza project and its key elements.

The evaluation assesses the outcomes of Dubai Cares’ intervention on four out of five criteria of the OECD-DAC evaluation framework, namely *relevance*, *efficiency*, *effectiveness*, and *sustainability*,³¹ as well as its present and future role in supporting PPE in Zanzibar. Detailed research questions can be found in the annex. The study specifically considers these through the lens of the four thematic areas at the core of the Watoto Kwanza project.

- › Box 2 (p 16)
- › Annex 1
- › Figure 2 (p 16)

³⁰ For example, the lack of formal employment opportunities for trained teachers has been flagged repeatedly by MECP-Z (AKF and MECP-Z, “Annual Narrative Report, 15th February 2018;” KII, Programme Director (MECP-Z)).

³¹ OECD, “DAC Criteria for Evaluating Development Assistance.”

› Section 2.1.4

Box 2: Defining sustainability

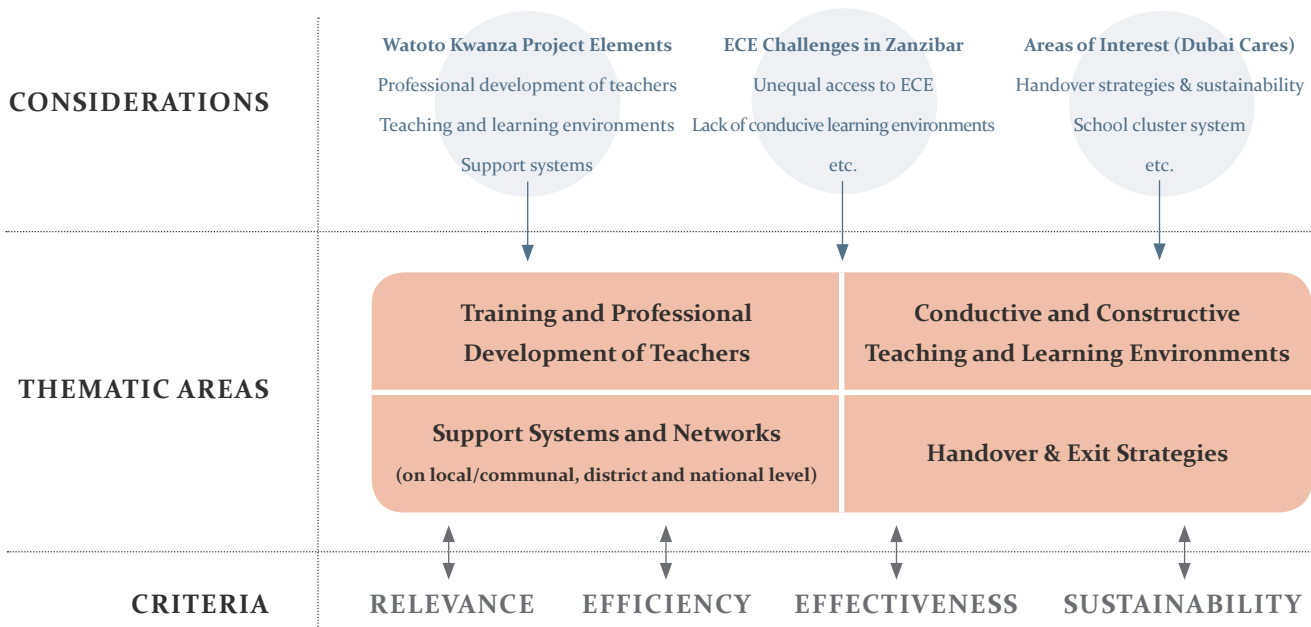
Sustainability of (development) projects is not only one of the most important criteria for long-lasting success and impact of any intervention, but is also a dimension many projects struggle with when the initial funding scheme is coming to an end. As such, project sustainability assessments form an area of discussion, with different actors applying different definitions. For this study, Samuel Hall is applying the OECD definition of sustainability in evaluation and results-based management, which states that sustainability is: a) “the continuation of benefits from a development intervention after major development assistance has been completed;” b) “the probability of continued long-term benefits;” and c) “the resilience to risk of the net benefit flows over time.”³² In short, this report understands sustainability as the existing – not potential – likelihood that Watoto Kwanza’s outcomes will have long-term benefits for the ECE sector in Zanzibar, in consideration of current (sectoral) contexts and trends.

This evaluation study took a mixed-methods approach to provide solid and diverse data on the outcomes of the project. The information in the report is based on the desk review, over thirty key informant interviews (KIIs), twenty focus group discussions (FGDs), fifty-one school observations and a quantitative survey with more than 500 teachers trained by Watoto Kwanza. All research targets were achieved or exceeded. A detailed description of the methodology and sample sizes can be found in the annex of this report.

› Annex 2

› Annex 1

Figure 2: Evaluation approach

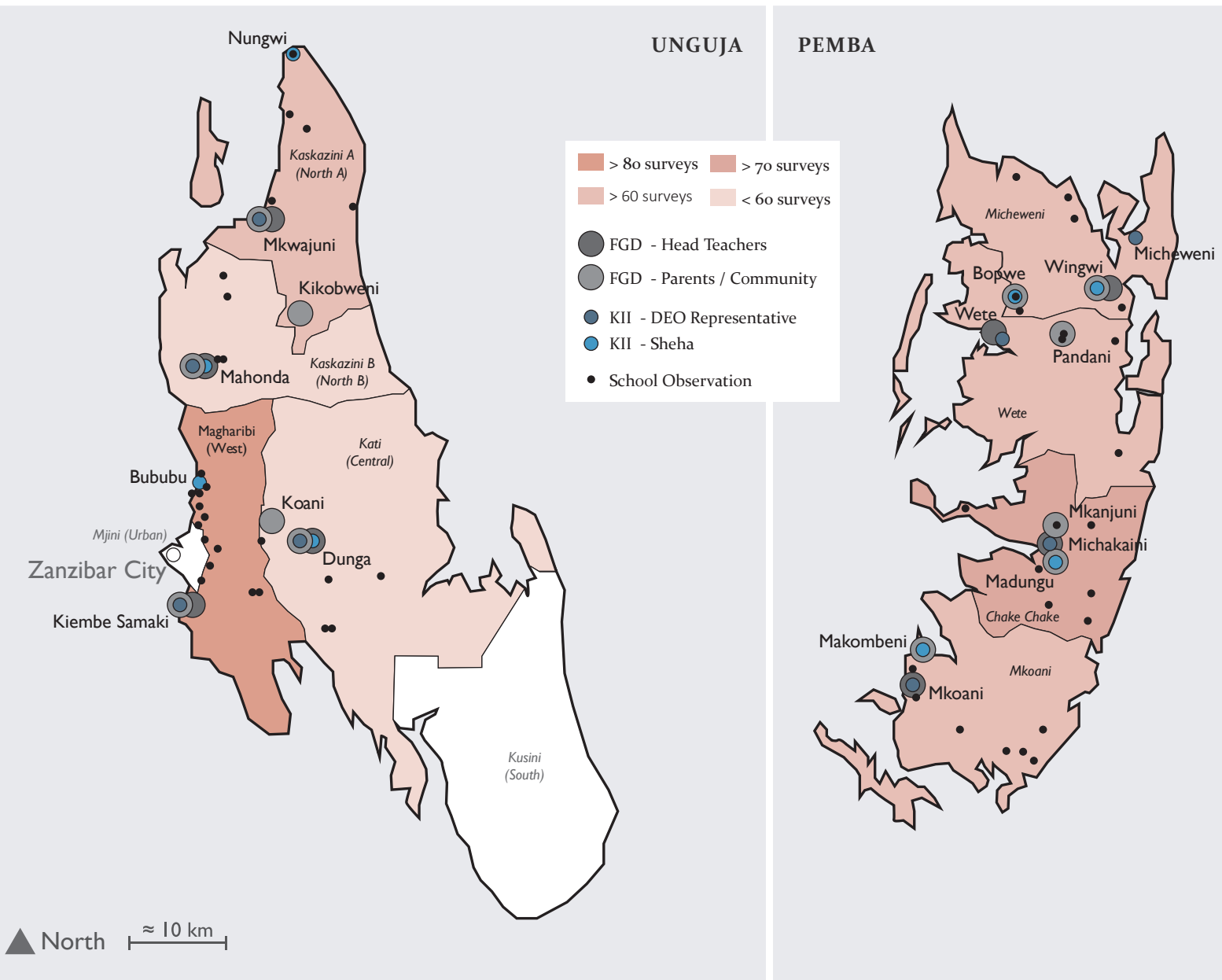


³² OECD, “Glossary of Key Terms in Evaluation and Results Based Management.”

As planned, fieldwork was conducted in eight districts, four on Unguja and four on Pemba.

› Figure 3

Figure 3: Fieldwork overview



In addition to the actual fieldwork conducted, Samuel Hall – with the support of MECPC-Z – also implemented a half-day stakeholder workshop and presentation in Zanzibar in May 2018 to validate and nuance the findings and recommendations of this report. An overview of participants as well as the structure and results of the workshop can be found in the annex.

› Annexes 2 and 3

1.2.1 LIMITATIONS AND CONSTRAINTS

The following considerations should be kept in mind to understand this study's findings:

- **This research is not intended to measure impact** but focuses on the other four OECD-DAC criteria. As such, it does not attempt to evaluate children's educational outcomes and improvements due to the project. Rather, this evaluation takes a teacher- and stakeholder-centred perspective to consider the *relevance*, *efficiency*, *effectiveness* and *sustainability* of the project as a whole and its main activities and elements.
- The key challenge during data collection – foreshadowing some of the conclusions of the study – was reaching teachers for the quantitative survey: **Nearly 1/5 (19 %) of all teachers initially randomly targeted could not be reached by phone nor located.** This had been identified as a potential challenge in planning stages, and to mitigate this, the research teams had been provided teacher interviewee lists containing more randomly selected teachers than necessary to reach research targets.

The large number of teachers who could not be located was not only a challenge to the fieldwork but potentially highlights a project limitation. **As they could not be interviewed, any interpretation on the phenomenon of 'missing teachers' can only be speculative;** findings presented here cannot take their points of view into consideration. Anecdotal evidence collected from former colleagues of these persons points to a variety of reasons for 'disappearances', ranging from taking up a non-teaching-related job to moving outside of Zanzibar due to personal circumstances (e.g. marriage). In many cases no reason could be recorded as no one at the schools could provide information about that individual. Despite the lack of information on individual situations, there might be a potential connection to the lack of (formal) employment opportunities for pre-primary teachers in Zanzibar.

› Section 2.1.4

- **The research approach is centred around Watoto Kwanza and stakeholders – including teachers – in some way involved with or connected to the project.** That being said, many of the key findings from the study highlight contextual challenges in the sector and can help drive discussions and progress to addressing them.



Image 1: FGD with parents and community members in Unguja

2. KEY FINDINGS ON THE PROJECT'S ACTIVITIES

This section examines the main findings of the project evaluation, based on selected key themes and overall conclusions along the four OECD-DAC criteria. The findings summarized at the end of the section are structured around the three key project parts of Watoto Kwanza:

› Section 1.2
› Section 2.4

- Training and Professional Development of Teachers
- Conducive and Constructive Teaching and Learning Environments
- Support Systems and Networks

› Section 2.1
› Section 2.2
› Section 2.3

Although this evaluation did not assess the actual impact of the Watoto Kwanza project, **the findings from the mixed-methods research of this study paint a largely positive image of the project's outcomes and the way MECP-Z was able to achieve those.** With very few other projects targeting the pre-primary sector as explicitly as Watoto Kwanza in the past four years (see below), it is encouraging to see that – in the qualitative interviews of this study – virtually all stakeholders agreed that ‘access’ and especially ‘quality’ of ECE have improved over the project’s lifespan.

› Section 1.2

For the majority of findings, **the study did not reveal any significant differences between both islands, Unguja and Pemba.** Unless stated otherwise, the findings are therefore valid for Zanzibar overall – a positive takeaway on the geographically consistent delivery of the project. In addition, findings that showcase positive outcomes in the programmatic areas of Watoto Kwanza can be largely attributed to the project:

- Interviewed teachers reported very few other interventions in the pre-primary sector in their communities over the past four years (79 % were either not aware of other projects or were sure that no other projects happened)
- Even fewer teachers actually participated in other interventions over the past four years (86 % did not participate in any other projects).

“Before Dubai Cares, pre-primary schools were weak. It improved after the trainings. Teachers got better techniques, the number of children enrolled increased, especially in public schools after the policy of free education.”

FGD, male head teacher at a government school (Unguja, Kaskazini A)

“There are changes in our schools. In the past, pre-primary teachers did not have the right knowledge but since this project trained them, they now know what to do to teach children the right way.”

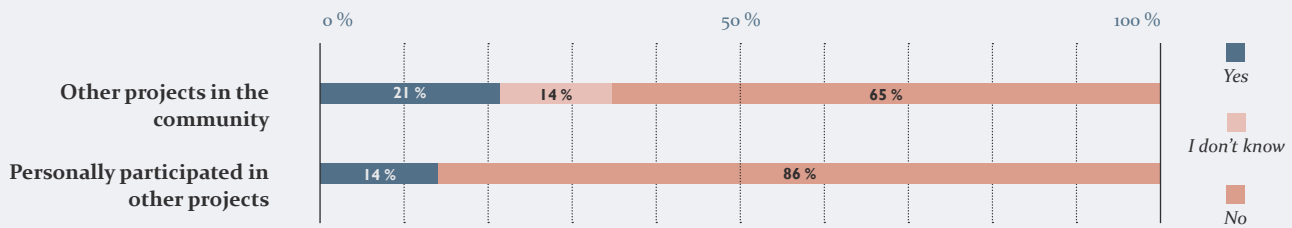
FGD, female Parent (Unguja, Magharibi)

“Watoto Kwanza was very successful, as far as I have seen it. Their approach to make teachers become better teachers is wonderful. All the methods and ideas they used are wonderful. The way they involved us [MoEVT] is also wonderful.”

KII, Principal Secretary (MoEVT)

› Figure 4 (p 20)

Figure 4: Presence of other interventions in the pre-primary sector over the past four years (answers from the survey with teachers)³³



While the project had to navigate a challenging context (see below), **the evaluation confirms that Watoto Kwanza was designed and implemented with largely high ratings for its relevance, efficiency and effectiveness, all the while navigating a changing context – only the sustainability of the project’s outcomes gives cause for concern.** ECE systemic factors impacted Watoto Kwanza and its outcomes:

- **ECE in Zanzibar has been and is undergoing a phase of dynamic changes**, in which the government is rapidly expanding its involvement. Significantly increased enrolment rates and growing numbers of pre-primary classes at primary schools are just two examples in a sector that is experiencing a pivotal moment.
- With insufficiencies and setbacks on various fronts – such as high PTRs, lack of classrooms, and others – **Watoto Kwanza was a step in the right direction but also just formed one piece of a larger puzzle.** While some parts of the project have the potential for being scaled up or institutionalized, the sector needs system-based approaches that need to account for the current state of the sector and resources available.
- **A key issue is the appropriate and strategic planning and funding of projects and parts of the ECE sector (by the government).** With a governmental funding bottleneck, the outcomes of Watoto Kwanza are jeopardized by financial constraints beyond the influence of MECP-Z, AKF and Dubai Cares.

› Section 3.2.4

³³ The precise questions behind these answers were: “In the community where you teach, have there been any other projects or organizations supporting pre-primary education in the last 4 years?” and “Have you personally participated in or benefited from one of these other programmes?”

2.2. TEACHER TRAININGS AND PROFESSIONAL DEVELOPMENT

With three different training courses conducted for a total of 896 trained teachers, the professional development of teachers made up the most extensive part of Watoto Kwanza’s interventions. The perceptions and outcomes of these trainings are largely positive and form a success story for Zanzibar’s ECE sector. However, major concerns about the *sustainability* of the trainings remain.

“We have seen a big difference between those who were trained by Dubai Cares and others who did not go to the programme. There is a big difference. These people are very, very good in teaching pre-primary classes.”

KII, Director of Teacher Training (MoEVT)

Table 2: Training and professional development of teachers
(assessed along the four OECD-DAC criteria)

RELEVANCE	EFFICIENCY	EFFECTIVENESS	SUSTAINABILITY
HIGH	HIGH	HIGH	LOW
<p>Given the lack of trained teachers and limited capacity of existing ones, as of 2013/2014, the trainings have been highly relevant. Their relevance was further ensured by the strong cooperation with the MoEVT and its various departments, as this increased not only the legitimacy of the trainings but also their contextual embeddedness.</p> <p><i>NB: While trainings have been relevant in the past, the future relevance of training new teachers is less clear-cut due to the newly built pool of capable teachers.</i></p>	<p>Utilizing the existing strengths and infrastructures of MECP-Z and the MoEVT (including its DEOs, among other institutions) in developing curricula and implementing the trainings on district level, made the trainings a highly efficient endeavour. Its efficiency and reliability towards the trained teachers is confirmed by high rates of satisfaction among teachers and other stakeholders, which confirms that the trainings catered to the actual needs of beneficiaries with the right scope.</p>	<p>Based on the strong collaboration and coordination between MECP-Z and the MoEVT, the various trainings were conducted in a highly effective fashion. While trained teachers still see room for improvements (mostly of logistical nature), numerous stakeholders (including parents and community members) reported positive and effective outcomes at the school and classroom level.</p>	<p>While the trainings had positive effects reaching beyond the trained teachers themselves (e.g. untrained teachers mimicking trained ones), the sustainability of the trainings is threatened.</p> <p>With only a minority of trained teachers employed as such, the future of many trained teachers and, thus, the outcomes of Watoto Kwanza are currently undercut by a lack of employment opportunities (which does not mean there is no need for trained teachers).</p>

2.1.1 A JOINT EFFORT: DESIGN AND IMPLEMENTATION OF TRAININGS

Watoto Kwanza addressed a key problem with ECE in Zanzibar in 2013 / 2014, which was the lack of trained teachers,³⁴ by providing existing and future pre-primary teachers with relevant, government-recognised training courses. As of 2014, there were “no recognised teacher training institutions for pre-primary education”³⁵ in Zanzibar. **The initial relevance of this project element was clear.**

This element was conducted in close collaboration with the government, in order not just to get approval and recognition for the respective certificates, but also to provide the opportunity for additional capacity building among MoEVT staff and the use of existing resources.³⁶ This coordination and cooperation ranged from the development of training curricula to the use of actual facilities for the trainings. **The development and implementation of Watoto Kwanza’s three different training courses is a largely positive example of a PPP project that utilized existing capacities, knowledge and infrastructures of the involved key partners, namely MECP-Z and the MoEVT:**³⁷

“Especially for the bridging and specialised courses we are planning together. [...] We are planning the curricula adoption together. [...] We are involved in examination. With remuneration and administration. [...] We communicate with teachers, we communicate with MECP teams. So, we are working together.”
KII, Head of National Teachers’ Resource Centre (MoEVT)

- **The training curricula for two training courses (in-service) were developed together with the MoEVT**, allowing the courses to become government-recognized and ensuring that both the ministry and MECP-Z could draw on their knowledge on ECE training curricula.³⁸
- The two-year long pre-service course was conducted by MECP-Z in both Unguja and Pemba. **The specialized and bridging in-service courses were primarily conducted by trained MoEVT staff at TCs at the district level**, which allowed for a) capacity building among MoEVT staff, b) the economic use of existing infrastructures, and c) reduced travel for participating trainees.
- The two-year long pre-service course was followed-up by **an official examination conducted by the Zanzibar Examination Council**, a necessary procedure for government-recognized certificates. The respective exams and their contents were the sole domain of the council but were discussed with MECP-Z.³⁹

³⁴ Future pre-primary teachers included governmental primary school teachers being transferred to pre-primary, mostly without further training in the past (Murphy et al, “Zanzibar Education Situation Analysis”).

³⁵ UNESCO and MoEVT, “Education For All Assessment 2001 - 2013,” p 33.

³⁶ KII, Programme Director (MECP-Z)

³⁷ MECP-Z collaborated in particular with Department of Pre-primary and Primary Education, the Department of Teacher Training and the Zanzibar Institute for Education, just to name a few.

³⁸ KII, Curriculum Officer (Zanzibar Institute for Education); KII, Director of Teacher Training (MoEVT); KII, Academic Manager (MECP-Z)

³⁹ KII, Director (Zanzibar Examination Council)

2.1.2 EVALUATING TRAININGS: QUALITY AND TEACHER SATISFACTION

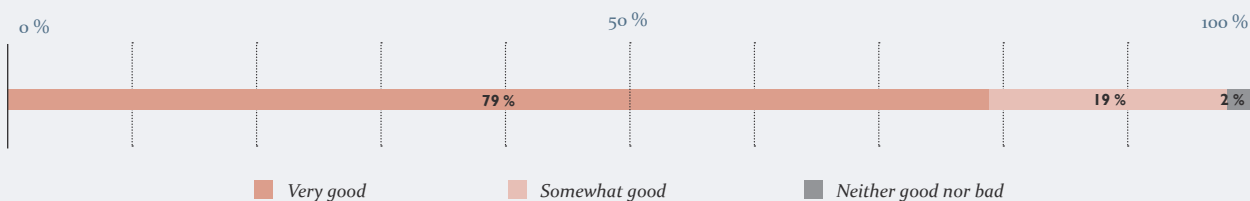
Interviews with stakeholders in Zanzibar – from MoEVT officials to head teachers to parents – highlighted an **outstandingly high level of satisfaction with the quality of all trainings conducted by Watoto Kwanza**. Parents, community members and head teachers alike praised the improvements in teaching techniques, self-confidence and motivation of teachers. The development of low-cost teaching materials emerged as a very positive point, but other aspects were also mentioned repeatedly.

“There is a difference now. Because now the teachers paint a picture on the wall, like lions, and the children are playing with it. They write numbers on cards, or names. [...] Now, when you go to a class every child has a card and also a book. They are writing. Before, children in pre-primary did not write.”

FGD, male community member (Unguja, Kaskazini A)

› Section 2.2.1

Figure 5: “How would you generally rate the quality of the training in Watoto Kwanza?”



Three major takeaways regarding quality, effectiveness and sustainability of the trainings showcase highly positive outcomes, satisfaction and unplanned added value:

- While lack of pride in their job has been an issue faced by pre-primary teachers in Zanzibar,⁴⁰ the qualitative research indicates **an uptake in motivation and self-esteem among trained teachers**: “My teachers were not comfortable [teaching] pre-primary students, but since the training, they don’t want to teach primary level anymore.”⁴¹ Furthermore, a low reputation of the profession has been decreased at the individual level; teachers repeatedly reported now receiving more respect due to the trainings.
- The training given to selected teachers has not only improved their own skills, but several head teachers also reported **inspirational effects for teachers not trained by Watoto Kwanza**: “The teachers taught by Dubai Cares, when they go to their schools, they meet other teachers who weren’t trained. But even those ones teach now by imitating the teachers trained by Dubai Cares.”⁴²

› Figure 8 (p 24)

⁴⁰ Murphy et al, “Zanzibar Education Situation Analysis.”

⁴¹ FGD, male head teacher at a government school (Unguja, Kaskazini A)

⁴² FGD, male head teacher at a government school (Pemba, Micheweni)

- Head teachers and trained teachers alike reported a **high level of satisfaction with the reliability of the training staff**. For example, 93 % of all interviewed teachers said that Watoto Kwanza staff were ‘completely’ reliable, and another 5 % said at ‘somewhat’ reliable.

Figure 6: “Have all your expectations for participating in the project been fulfilled?”

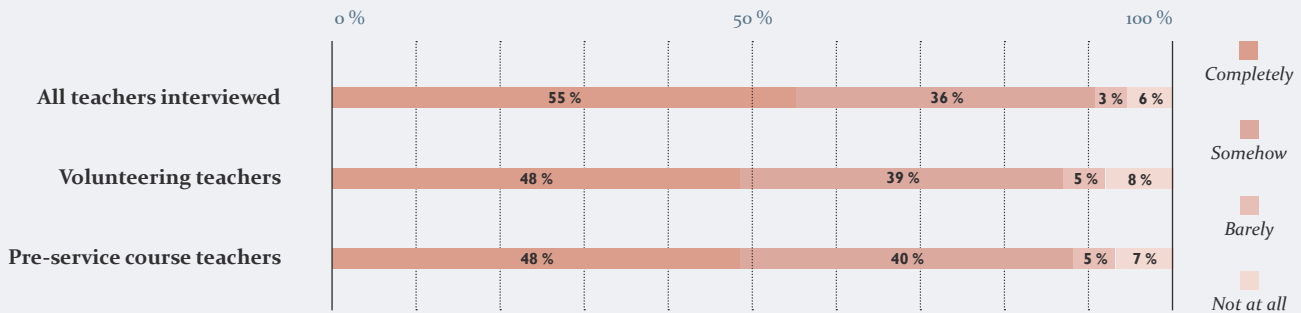


Figure 7: “Did participating In Watoto Kwanza have a positive/negative impact on your life?”

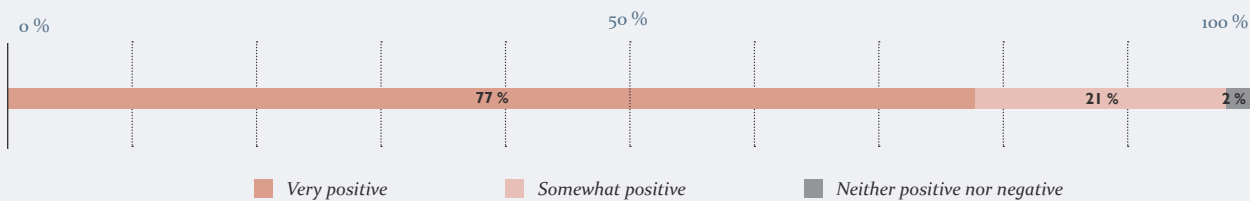
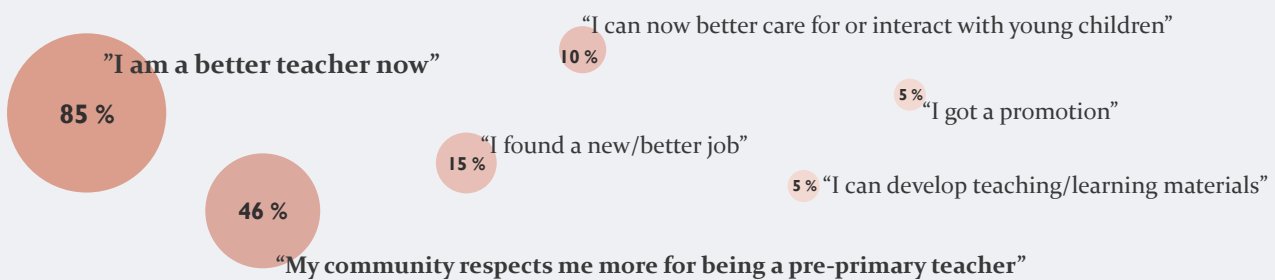


Figure 8: “What kind of positive impact did Watoto Kwanza have on your own life?”



The high satisfaction rates for teachers were felt both in terms of the quality of the courses as well as the impact on their personal lives; additionally, expectations of the project itself were largely fulfilled.

› Figure 5
› Figures 7 and 8
› Figure 6

Despite the overwhelmingly positive findings highlighted above, critical concerns about the quality and implementation of the training courses exist. Although **only three teachers**

dropped out over the course of the project cycle,⁴³ nearly half of all interviewed teachers (48 %) had problems that made completing the course difficult, including:

- **Transport and distance:** One third of teachers (34 %) struggled with transport and distance to the training locations, despite a transport allowance provided by Watoto Kwanza; for teachers in the two years long pre-service course, this number rises to 50 %.⁴⁴
- **Time management:** 14 % of teachers reported having struggled with allocating enough time for training and learning due to their parallel work (as pre-primary teachers).⁴⁵

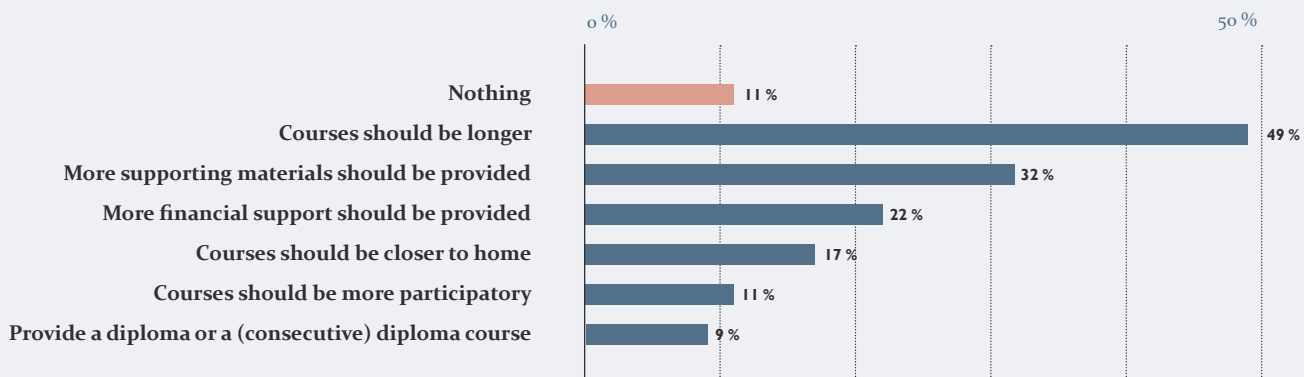
In light of these problems, 89 % of all interviewed teachers see room for improvement. Further, interviews with other stakeholders reveal additional concerns about the implementation of the skills learned over in the courses. For example, some teachers did not use alternative ways of arranging children in the classroom but had them sitting in very rigid rows.⁴⁶ When interviewed, only 2 of 488 interviewed teachers named all seven subjects of the official ECE curriculum as subjects they are able to teach to children age 4-5.⁴⁷ Despite these criticisms, the evidence points to a successful and effective implementation of the teacher trainings.

› Figure 9

“[The teachers] are creative, they play, they recite poems, they demonstrate what they have done at the training and show the difference between those trained, and those who haven’t.”

KII, Principal Secretary (MoEVT)

Figure 9: “What, if anything, do you think such courses should do differently in the future?”



⁴³ AKF and MECP-Z, “Annual Narrative Report, 15th February 2018.”

⁴⁴ As the pre-service course was conducted centralized on each island (and not at the district TCs), time and resources spent on travel were a particular hurdle for newly trained teachers.

⁴⁵ Interviews with head teachers and MoEVT officials revealed that especially female teachers with children had difficulties to combine work, family and training (FGD, various head teachers (Unguja, Magharibi); KII, Head of National Teachers’ Resource Centre (MoEVT)).

⁴⁶ KII, Regional Education Advisor East Africa (AKF)

⁴⁷ The official ECE curriculum in Zanzibar, binding for all pre-schools, actually consists of eight subjects, namely: Kiswahili, English, Arabic, Islamic Studies, Arts and Crafts, Science and Technology, Mathematics, and Sports (UNESCO and MoEVT, “Education For All Assessment 2001 - 2013”). Given the special nature of Sports, this subject was not included into the survey.

2.1.3 THE MENTORSHIP PROGRAMME: A VALUABLE ADDITION

While the mentorship programme was not one of the core areas of focus of Watoto Kwanza, it seemed to have had an important impact on the trainees: 65 % of all trained teachers highlighted it as a particularly appreciated element; 97 % of mentored teachers described it as ‘helpful’ (86 % even said ‘very helpful’). Further, the support offered by the mentors tied in directly with core aspects of the trainings – when asked about a particular aspect they learned from these visits, teachers repeatedly mentioned the ‘development and/or use of appropriate materials’, ‘better teaching techniques’ such as arranging words or songs, ‘ways to relate to and communicate with young children’, amongst others.

Initially only offered to teachers in the two years long pre-service courses and the specialised course, the programme was extended to provide at least four mentor visits (after the training) to all teachers from the end of 2016 onwards, after a study on the impact of professional development courses recommended offering such support also to the bridging courses. Mentored teachers did report varied numbers of mentor visits, with 48 % only being visited less than four times, and, for example, 19 % being visited eight times, suggesting discrepancies in actual outcomes at the individual level and inconsistencies in the implementation of the mentorship program. Therefore, while the programme was seen as valuable, further systematization of the mentorship offered will need to be considered to ensure equitable and consistent mentorship for all teachers in the project.

The mentors were largely selected from a pool of already trained and high-performing teachers which were then prepared by trainers of MEC-P-Z and the MoEVT to provide mentorship⁴⁸ – a step that utilized existing capacities and skill sets. **The mentorship programme is a prime example how MEC-P-Z a) reacted to identified possibilities for improvements and implemented those, and b) used existing resources and capacities for relevant adjustments.**

2.1.4 WHAT NEXT? LIMITED EMPLOYMENT OPPORTUNITIES FOR TRAINED TEACHERS

Although only 9 % of interviewed teachers claimed to have unfulfilled expectations, one of those is reason for significant concern about the long-lasting outcome and thus *sustainability* of the project – namely: the **lack of actual and formal employment for trained teachers**. While this study only interviewed teachers trained under Watoto Kwanza, all evidence points to the fact that **the pre-primary sector**

“There are a lot of teachers who have been trained. However, a lot of them are not employed.”

KII, District Education Officer (Unguja, Kaskazini A)

“These [volunteer] teachers, they should get at least wages. Nothing should come without something in return.”

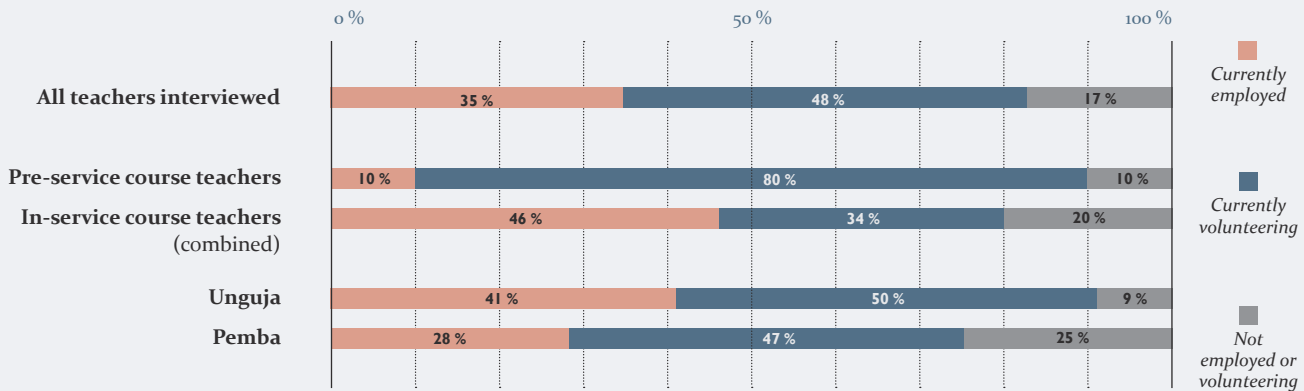
FGD, female community member (Unguja, Kaskazini B)

⁴⁸ AKF and MEC-P-Z, “Annual Narrative Report, 15th February 2018.”

in Zanzibar is highly dependent on volunteer teachers. In light of limited government funds for the employment of more teachers, schools are not able to provide the necessary number of teachers without these volunteers, a situation which has been exacerbated by the dramatic increase in enrolment rates.

› Section 3.2.2

Figure 10: Employment status of interviewed teachers



Faced with a lack of appropriate employment, nearly half of all trained teachers (48 %) are currently volunteering at schools (80 % for teachers from the two years long pre-service course) rather than being employed.⁴⁹ **Volunteering is not a systematic and regulated strategy implemented by the project or other actors; rather it appears as an individual coping strategy employed at the school and community level.** According to key informants of this study, teachers volunteer because of three reasons:

› Figure 10

- **Communities, schools and head teachers pro-actively ask them to volunteer,** because they have a lack of teachers.⁵⁰
- **Volunteering was initially encouraged by MECP-Z and the MoEVT** as a temporary solution until further resources could be allocated (by the government) and/or with the intention to foster experience and skill sets.⁵¹
- Without other possibilities, **teachers volunteer under the premise that, at least in the past, they had received small allowances directly from the school** funded through ‘voluntary’ contributions by parents and the community.⁵² As these have been officially abolished at government schools, volunteering teachers are faced with even fewer economic opportunities in the pre-primary sector.⁵³

› Section 1.1.1

⁴⁹ Indicative findings from other studies show that a large share of volunteer teachers is not only a phenomenon in pre-primary schools but is also reported, for example, at educational facilities for youth aged 15–22 years (Majeed et al, “Mapping of School Capacity to Absorb Out-of-School Children in Zanzibar.”)

⁵⁰ KII, Director of Administration and Personnel (MoEVT)

⁵¹ KII, Academic Manager (MECP-Z); KII, Principal Secretary (MoEVT)

⁵² KII, Director of Administration and Personnel (MoEVT); KII, Pemba Officer In-Charge (MoEVT)

⁵³ However, ‘voluntary’ contributions were still collected at some government schools observed for this study (4 out of 28).

Without significant and rapid progress in employing those teachers (in government or non-government schools), the positive outcomes of Watoto Kwanza’s trainings, the project’s overall sustainability and the positive future of the whole pre-primary sector in Zanzibar are threatened: volunteer teachers start quitting their jobs,⁵⁴ some school clusters report decreasing participation by disappointed teachers and schools,⁵⁵ teachers get demoralized which reportedly affects their teaching,⁵⁶ and becoming a pre-primary teachers becomes a less compelling job option for potential candidates in the future.

› Section 2.3.2

Box 3: Evolving supply and demand of teachers

While until recently the limited supply of qualified pre-primary teachers has been a major issue for Zanzibar’s ECE sector, the developments in recent years have transformed the situation: “There are so many qualified teachers who have recognized certificates in pre-primary education; however, the problem is employment.”⁵⁷ Not only has Watoto Kwanza trained 498 persons as new pre-primary teachers, but other institutions and programmes have also added to the trained potential workforce pool, including SUZA’s ECE diploma course, the GPE-funded training of government primary teachers, other trainings by MECP-Z, and courses at SUMAIT,⁵⁸ among others. For government employment in pre-primary a specific ECE background is not required (regular education degrees and certificates are sufficient), which further broadens the pool. This creates a new situation in Zanzibar for ECE, with a large pool of potential teacher candidates (the supply), juxtaposed with a huge need for teachers (the demand), especially given increased enrolment rates, but limited governmental funds to allow for their employment. Furthermore, the lack of a transparent employment policy has been criticized by stakeholders,⁵⁹ and informal conversations with various actors in Zanzibar even alleged nepotism and political favouritism in the employment procedures.

› Section 1.1.1

› Section 1.1.1

› Section 3.2.4

This issue has been flagged to the government by MECP-Z and others; however, during this study the MoEVT was in the process of employing 1,200 new pre-primary teachers. But as of March 2018, only 23 of the then 433 newly employed teachers had participated in the Watoto Kwanza project. The rest had education degrees or certificates (mostly without a particular pre-primary focus) from various other institutions in Zanzibar and Tanzania.⁶⁰ This points to a gap in the system where training and human resource planning are not in sync, and where regulated ECE teacher qualification standards are missing.

› Box 3

⁵⁴ “After the first year, the MoEVT asked me to take another two people to the training. [...] We now have four hard working teachers but none of them are employed. This year, they all warned us that they will quit if they do not get some allowance” (FGD, female head teacher at a government school (Unguja, Magharibi)).

⁵⁵ Ibid.

⁵⁶ FGD, female parent (Unguja, Kati); AKF and MECP-Z, “Annual Narrative Report, 15th February 2018.”

⁵⁷ KII, District Education Officer (Pemba, Chake Chake)

⁵⁸ Murphy et al, “Zanzibar Education Situation Analysis.”

⁵⁹ KII, Senior Education Specialist (GPE)

⁶⁰ KII, Director of Administration and Personnel (MoEVT)

The value of training teachers who cannot then find employment must be called into question, as should be initially encouraging teachers to volunteer and/or unintentionally implying later employment opportunities, if the necessary steps are not taken to fulfil created expectations. **The overall sector with all its interwoven parts – funds, schools, classrooms, ongoing training, etc. – must be able to absorb trained teachers and provide support for continuous development;** otherwise all efforts may result in negative outcomes (e.g. decreased interest in jobs a pre-primary teachers or loss of skills by the trained teachers without continuing practice) rather than positive ones.

2.1. CREATING CONDUCTIVE AND CONSTRUCTIVE TEACHING AND LEARNING ENVIRONMENTS

The material development course is one of the most successful parts of the project to create conducive and constructive teaching and learning environments. In comparison, other activities under this project element fall short in scope, *relevance* and *efficiency*. The general lack of schools, classrooms and basic infrastructure in the pre-primary sector threatens the *sustainability* of the positive outcomes from this programming element and the future of the whole sector.

Table 3: Conducive and constructive teaching and learning environments
(assessed along the four OECD-DAC criteria)

RELEVANCE	EFFICIENCY	EFFECTIVENESS	SUSTAINABILITY
HIGH	MEDIUM	HIGH	LOW
With 'lack of materials' and inappropriate learning environments as one of the major challenges of ECE in Zanzibar, these interventions were largely relevant. The material development course has proven its relevance, and the provision of materials was highly relevant as well, although it fell short in consistent delivery to schools across Zanzibar.	Based on MECP-Z's longstanding experience in material development training, these trainings were conducted highly efficiently. The efficiency of other project elements under this part is not as high, given inconsistent provision of materials and the largely unsatisfied needs of basic infrastructure at many schools.	MECP-Z was highly effective in delivering their material development courses. The provision of materials and the UNICEF collaboration were largely effective, as both highlight MECP-Z's capability to adapt or extend the project based on contextual changes and newly gained knowledge.	While the material development courses had positive effects that can be sustained by motivated teachers, the sustainability of the overall project element is threatened. Faced with a lack of schools, classrooms and basic infrastructure the positive outcomes of Watoto Kwanza might not hold up in the long-term.

2.2.1 MATERIAL DEVELOPMENT COURSES AS THE ‘POSTER CHILD’ OF WATOTO KWANZA

Watoto Kwanza’s training courses on the development of low-cost teaching and learning materials have received praise from virtually every stakeholder in Zanzibar’s pre-primary sector; from the MoEVT, to UNICEF and other organisations, to head teachers and teachers, parents and community members. While the course was not directly part of the actual teacher trainings, teachers additionally trained on this topic usually saw it as an integral part of their training.⁶¹ These courses were conducted separately by MECP-Z alone in three-day sessions with groups of teachers; the mentorship programme further cemented the success of this course.

› Section 2.1

› Section 2.1.3

A total of 553 teachers were trained in the development of low-cost teaching and learning materials according to project documents, 62 % of all teachers trained.⁶² 68 % of all teachers interviewed for this research reported having followed it. Initially, the trainings were only targeted at teachers in the two years long pre-service course (196 teachers in total) and the specialised course (302 teachers in total).⁶³

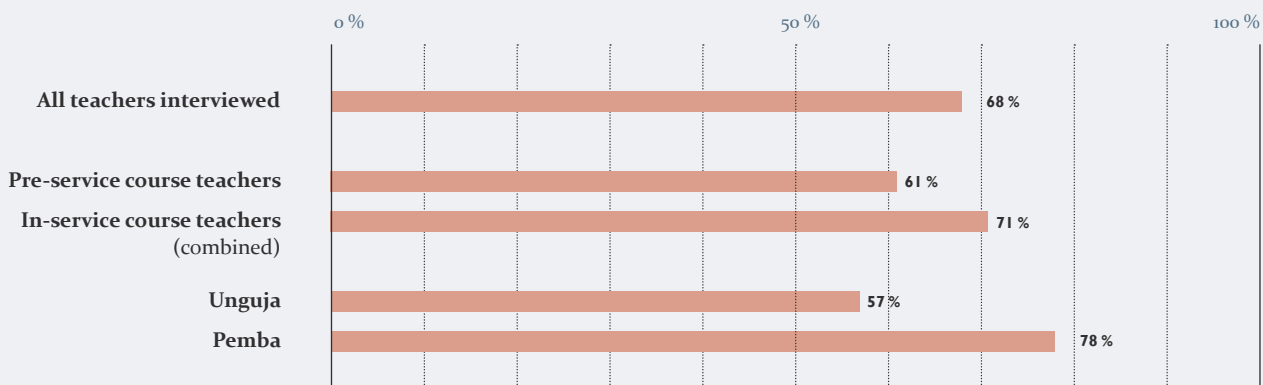
› Figure 11

However the teacher survey found that all three courses had similar rates of teachers trained on this topic, showcasing a disconnect between planned targets and actually implemented actions. In addition, teachers on Pemba have received such trainings significantly more often than their counterparts on Unguja.

“We are really happy because of the changes that have occurred. The children that transition from nursery school to primary school are better prepared because they are using natural tools now for teaching, for example sea shells.”

FGD, female Head Teacher at a Community School (Pemba, Mkoani)

Figure 11: Teachers who received training in the development of low-cost materials (%)



⁶¹ When asked in which activities they had participated (no-prompt question), only very few teachers actually reported to have participated in these courses (8 %). However, when asked which skills they were taught in their trainings, 68 % reported to have learned low-cost material development.

⁶² AKF and MECP-Z, “Annual Narrative Report, 15th February 2018.”

⁶³ AKF & Dubai Cares, “The Programme (Internal Document).”

Despite the concerns around participant targeting, the success and quality of the trainings are undeniable. **Material development was mentioned repeatedly as one of the major aspects learned** by teachers on the survey, and head teachers across Zanzibar claimed that, for their teachers, the **material trainings were by far the favourite aspect of all Watoto Kwanza trainings**. Further, it also promoted the involvement of children, parents and community members in the schools, and has proven to create additional added value:

› Section 2.1.1

- **Teachers collect and create materials together with their students**,⁶⁴ and as intended by the training project⁶⁵ – this participatory approach adds to the education of children.
- **Parents and community members sometimes actively contribute low-cost materials** – for example by providing cashew nuts as counting materials or just some paper, contributing to broader stakeholder engagement in addition to the direct benefit to the students and classrooms.⁶⁶
- **Untrained teachers have, in some cases, started to pick up material development techniques from their trained peers** – a phenomenon reported and applauded by numerous head teachers in the FGDs, and which is solidifying and extending long-lasting outcomes from Watoto Kwanza.⁶⁷

The positive effects of this intervention are literally visible at a majority of schools observed in the study. Parents and community members in all surveyed districts reported major improvements in teaching and learning environments in schools due to the material development courses and other Watoto Kwanza interventions.

› Images 2-5 (p 32) and Table 4

Table 4: Presence of low-cost materials at observed schools

Low-cost materials present and used for ...

	Low-cost materials present and used for ...	
	... teaching	... learning
All schools observed⁶⁸	43/51 schools	38/51 schools
Government schools (primary schools with pre-primary classes)	20/23 schools	19/23 schools
Government schools (standalone pre-primary schools)	5/5 schools	4/5 schools
Community or CSO schools (incl. MECP-supported schools)	14/17 schools	10/17 schools
Other schools (incl. Tutu Centres and private schools)	4/6 schools	5/6 schools

⁶⁴ FGD, various community members and parents (Pemba, Mkoani); KII, Academic Manager (MECP-Z); KII, Director of Teacher Training (MoEVT)

⁶⁵ AKF & Dubai Cares, “The Programme (Internal Document).”

⁶⁶ FGD, female community member (Pemba, Mkoani); KII, District Education Officer (Pemba, Wete)

⁶⁷ For example: FGD, various head teachers (Pemba, Chake Chake); FGD, various head teachers (Unguja, Kaskazini A)

⁶⁸ No representative sample size, and only schools with some form of support by Watoto Kwanza were observed.

Although only provided as three-days courses, **the material development course under Watoto Kwanza is a legitimate ‘poster child’ for the project’s strengths, implemented in the right context and based on existing capacities and knowledge** of MECP-Z; thus, creating long-lasting effects and the potential for replicability or a stronger inclusion of it into all pre-primary trainings in Zanzibar.

Image 2: Low-cost materials at Tahdhib-I-Waladi Tumbe⁶⁹



Image 4: Low-cost materials at Al-Hidayat Islamiya⁷¹



“When I enrolled my child in pre-primary, there were no materials that are attractive to children. But now, when you enter their classrooms, you will instantly know that this is a pre-primary class. It has been prepared properly; there are plates, cups, there are hand-made boats for children to learn and play with.”

FGD, female parent (Pemba, Chake Chake)

Image 3: Low-cost materials at Bububu B Primary⁷⁰



Image 5: Low-cost materials at Tumbe Primary⁷²



⁶⁹ Community School - Pemba, Micheweni

⁷⁰ Government School - Unguja, Magharibi

⁷¹ Community School - Unguja, Magharibi

⁷² Government School - Pemba, Micheweni

2.2.2 INCONSISTENT PROVISION OF MATERIALS TO SCHOOLS

Despite the positive effects of the material development course, do-it-yourself-efforts cannot cover all ECE material needs of ECE (stationary equipment, appropriate books, etc.). Indeed, “lack of materials” remains the most often mentioned problem of a) individual schools and b) the overall pre-primary sector in Zanzibar, according to the teachers interviewed in this study;⁷³ an issue further confirmed by government officials, head teachers, and communities.⁷⁴

› Section 2.2.1

› Section 3.2

Recognizing the limitations of the material development courses and the large demand for materials, Watoto Kwanza provided schools with additional equipment, including but not limited to: story books, ‘yellow gallons’ as small storage facilities for materials,⁷⁵ and mats as well as a variety of stationary equipment provided directly to teachers in the material development course.⁷⁶ In sum, a total of 316 schools all over Zanzibar (target: 320 schools) received some form of material support (excluding the stationary equipment to teachers in the material development courses).⁷⁷ **While relevant, findings from the evaluation study raise questions about the actual implementation of this component:**

“The environment of pre-primary schools has not yet improved. Because in pre-primary children need to play, but there are no materials; and if the materials are there, they are few and not enough for the children.”

FGD, male community member (Pemba, Micheweni)

“Children were given something to attract them; for example, they were given books.”

FGD, male community member (Unguja, Kati)

- **The availability of materials at observed schools is largely inconsistent between schools in terms of the actual equipment provided.** For example, story books for children, provided by Watoto Kwanza, were found at many schools, in the surveyed sample, but mats were only found at a few. In addition, very few schools had all the potential materials at the point of observation. These findings are confirmed by the teachers interviewed for this study. However, according to project documents, staff from all observed schools officially picked up the materials or were provided them directly. This discrepancy is reason for concern, as it suggests either a) an ineffective provision (materials never reached the respective school) or b) a very limited lifespan of this component of the project (materials have already disappeared or worn out).

› Table 5 (p 34)

⁷³ As one of the top three problems at the individual school, ‘lack of materials’ was mentioned by 60 % of all interviewed teachers.

⁷⁴ For example: KII, Pemba Officer-in-Charge (MoEVT); FGD, male community member (Pemba, Micheweni); FGD, male head teacher at a government schools (Unguja, Kaskazini A)

⁷⁵ These ‘yellow gallons’ are yellow or orange plastic jerry cans, which are available for little money in Zanzibar and are usually used for a variety of other purposes (e.g. carrying water). MECP-Z provided some schools with ‘cut-in-half’ versions of these cannisters, which then were used to store materials.

› Image 4 (p 34)

⁷⁶ Stationary, such as manila paper, pens and colours, were part of the so-called “starter pack” for the material development courses; given its direct link to the course, unlike the other supplies, they were not considered in the assessment of materials provided to schools.

⁷⁷ AKF and MECP-Z, “Annual Narrative Report, 15th February 2018;” KII, Academic Manager (MECP-Z); KII, Regional Education Advisor East Africa (AKF)

- **A small minority of interviewed teachers (10 in total) criticised Watoto Kwanza staff for not being reliable in delivering promised materials.**
- **Vandalism and theft of materials** (triggered by a lack of infrastructure, such as doors), reported anecdotally by various stakeholders,⁷⁸ have left some schools with a reduced amount of the materials provided. › Section 3.2.1
- **Schools targeted for support by the project were solely selected by DEOs,⁷⁹ and government schools, especially primary schools with newly established pre-primary classes, received the major share of material support.** › Table 5

Table 5: Availability of materials provided by Watoto Kwanza at observed schools (at the time of observation)

	Received from Watoto Kwanza and still present/used at the school			
	Story books for children	Story books for teachers	‘Yellow gallons’	Mats
All schools observed⁸⁰	33/51 schools	16/51 schools	22/51 schools	4/51 schools
Government schools (primary schools with pre-primary classes)	16/23 schools	10/23 schools	11/23 schools	2/23 schools
Government schools (standalone pre-primary schools)	2/5 schools	-/5 schools	2/5 schools	1/5 schools
Community or CSO schools (incl. MECP-supported schools)	10/17 schools	3/17 schools	6/17 schools	1/17 schools
Other schools (incl. Tutu Centres and private schools)	5/6 schools	3/6 schools	3/6 schools	-/6 schools

Only one school observed received the four materials highlighted in this table, a primary school with pre-primary classes in Pemba, Micheweni. All other schools received various combinations of materials, if at all.

The provision of materials to schools was a comparably smaller and rather ineffective part of Watoto Kwanza’s activities, and few informants of this study spoke about material provision in-depth. **Although material provision may have, in theory, addressed a highly relevant challenge in Zanzibar’s pre-primary sector, its implementation falls short in terms of efficiency and sustainability; especially in comparison to material development courses.** While Watoto Kwanza is already by itself just a small piece to the bigger puzzle of Zanzibar’s overall ECE sector, the material provisions could have been benefitted from more integrated and system-based approaches, for example by involving other stakeholders or tackling the ‘lack of materials’ in a more systematic and policy-focused way with the government.

⁷⁸ For example: KII, District Education Officer (Pemba, Wete), KII, Pemba Officer-in-Charge (MoEVT); KII, Programme Director (MECP-Z); FGD, male community member (Unguja, Kati)

⁷⁹ KII, Programme Director (MECP-Z)

⁸⁰ No representative sample size, and only schools with some form of support by Watoto Kwanza were observed.

2.2.3 WATOTO KWANZA'S BLIND SPOT: WHAT ABOUT THE 'HARDWARE'?

Increased enrolment rates have brought questions of appropriate 'hardware' (see quote below) to the forefront of pressing ECE issues in Zanzibar. **Government and non-government schools alike are currently insufficient to provide the appropriate quality and quantity of schools, classrooms and basic infrastructure to allow for actually conducive learning environments for ECE.**⁸¹

› Section 3.2.1

Watoto Kwanza had no direct mandate and resources to address pressing issues of infrastructure. However, faced with the fact that "the physical infrastructure [at schools] acts as a barrier for the maintenance and storage of materials,"⁸² MECP-Z approached UNICEF

Zanzibar for a collaborative effort attached to Watoto Kwanza. Cases of material theft and the general insufficiencies of basic infrastructure at many schools were identified by MECP-Z as major threat to the project's outcomes but also as an opportunity for further synergies with external stakeholders.⁸³ Given UNICEF's strong interest in physical infrastructures of PPE in Zanzibar,⁸⁴ MECP-Z was able to secure additional "resources from UNICEF to identify and support 40 preschools with the most pressing issues to provide basic refurbishment/security to the pre-primary classrooms."⁸⁵

"Let us not only focus on 'software', like teacher training, but let us also focus on 'hardware'. Put the infrastructure in place and see what happens."

KII, Zanzibar Education Specialist (UNICEF)

The actual scope and outcomes of this synergy cannot be determined in detail, but anecdotal evidence from the qualitative research clearly points to positive results: "They also gave us equipment such as tables. For example, my school has received six tables from them, and they helped us to construct a classroom."⁸⁶ **Although this synergy is limited in its extent and could have benefited from a more system-based approach together with the MoEVT, the collaboration with UNICEF forms an example of how MECP-Z reached beyond the actual project stakeholders to create additional positive effects for schools, teachers and children in Zanzibar's pre-primary sector.**

The issue of insufficient infrastructure for ECE in Zanzibar is not only a problem for the overall sector and its future, but also raises the question about the actual *sustainability* of Watoto Kwanza. **The project's interventions, in particular the material development course, have created largely positive outcomes; but an even stronger focus on the 'hardware' (beyond just equipment and the UNICEF synergy) could be an invaluable asset to ensure these outcomes.** For the near future, new or extended approaches and collaborations by various stakeholders are called for.

⁸¹ KII, Pemba Officer-in Charge (MoEVT); KII, Zanzibar Education Specialist (UNICEF); FGD, various head teachers (Pemba, Chake Chake); Murphy et al, "Zanzibar Education Situation Analysis."

⁸² AKF and MECP-Z, "Annual Narrative Report, 15th February 2018."

⁸³ KII, Regional Education Advisor (AKF)

⁸⁴ KII, Zanzibar Education Advisor (UNICEF)

⁸⁵ AKF and MECP-Z, "Annual Narrative Report, 15th February 2018."

⁸⁶ FGD, female head teacher at a government school (Pemba, Micheweni)

2.3 SUPPORT SYSTEMS AND NETWORKS

Watoto Kwanza’s activities for the strengthening of support systems and network were dominated by the school cluster initiative, which provides the groundwork for long-lasting collaboration between schools. The *efficiency* and *effectiveness* of the school cluster initiative stands in contrast to a lack of strong activities for the engagement and inclusion of parents and communities.

Table 6: Support systems and networks (assessed along the four OECD-DAC criteria)

RELEVANCE	EFFICIENCY	EFFECTIVENESS	SUSTAINABILITY
HIGH	MEDIUM - HIGH	MEDIUM	MEDIUM
<p>While ‘lack of coordination’ has been mentioned only sporadically in the past as a relevant challenge of the ECE sector in Zanzibar, the implementation of the school cluster initiative has proven highly relevant, given its large success. While further efforts of Watoto Kwanza to strengthen support systems were not as successful, the general relevance of such activities is undoubtable – especially considering the highly dual nature of the sector (see Section 1.1.1).</p>	<p>Again, the school cluster initiative was implemented and is operated highly efficiently, since existing structures (schools), staff (e.g. head teachers) and capacities were utilized. While DEOs were involved in parental engagement activities, these efforts were actually inefficient, as they were undertaken also without Watoto Kwanza’s support.</p>	<p>The parent and community engagement activities seem not to have contributed to increased awareness, engagement or enrolment. However, the school cluster initiative has proven to be largely effective and a major success of the overall project.</p>	<p>While parent and community engagement activities as well as further steps to influence the broader landscape of ECE actors in Zanzibar can hardly be assessed in their sustainability (due to their limited scope), the school clusters showcase very promising signs for long-lasting existence and relevance, given their largely independent nature and praise by many stakeholders.</p>

2.3.1 LOW PARENT AND COMMUNITY ENGAGEMENT

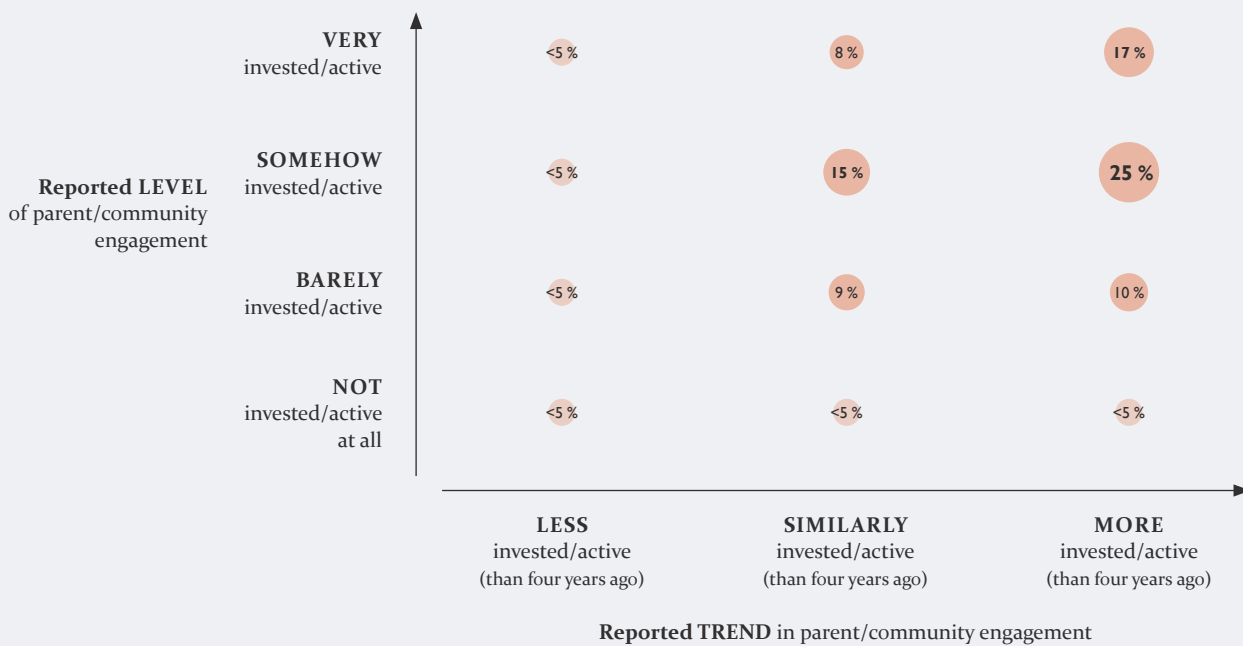
The awareness and engagement of communities and parents in ECE at the local level have seen a clear uptake in recent years, according to various stakeholders as well as communities and parents themselves. Community members and parents have showcased a

basic but clear understanding of the importance of PPE in all FGDs conducted with them – underlined by the fact that all of them agreed on the statement that “teachers at pre-primary schools have a very important job and role in the society.”

“Right now, parents [have] awareness. They insist to take their children to pre-primary school, even if they are over-aged. [...] Also, when we have meetings with them, the number of parents who have children in pre-primary school is huge and they respond well.”
FGD, male head teacher at a government school (Unguja, Kaskazini A)

“In order to get, let’s say, a good doctor, teachers must prepare the child already in nursery school. The Swahili people say that you should ‘fold the fish while it’s still fresh’ [‘samaki mkunje angali mbichi’]. Because, when you prepare the child at an early stage, the child will get very competent in the future.”
FGD, male parent (Pemba, Wete)

Figure 12: Reported level of and trends in parent/community engagement (answers from the survey with teachers)⁸⁸



⁸⁸ The exact questions behind these answers were: “In your opinion, and in comparison to the situation 4 years ago, how invested/active are parents and community members in improving pre-primary education now?” and “In the community where you teach, how invested/active are parents and community members in improving pre-primary education?”

The support parents and communities provide to the pre-primary sector is highly diverse, ranging from just preparing children each morning to still existing yet officially abolished ‘voluntary’ contributions to the active involvement in school activities, for example by cooking porridge.⁸⁹ The construction of new school buildings can also be a community effort. Two caveats about the (improved) awareness and engagement of parents and communities do stand out:

› Section 1.1.1
› Section 3.2.1

- **Some head teachers and DEOs report cases of apathy due to the decision to declare PPE as free for all:** “Now they only think their duty is to bring their children to school and not to contribute in some way.”⁹⁰
- **Individual definitions of ECE by parents and community members are very limited in their depth;** many of them just see it as mere preparation for primary school or even as some form of day-care service for (working) parents, suggesting the need for further sensitization.⁹¹

Although ‘lack of awareness’ is still a crucial issue for ECE in Zanzibar,⁹² the overall trajectory for community awareness and engagement in Zanzibar is encouraging. However, the caveats above highlight that there is still room for improvement which needs to be addressed in a systematic way but without putting burden or blame on parents.

› Section 3.2.3

“We don’t know anything about this programme. We just see children are getting enrolled in pre-primary and that the progress is good, but not because of this programme.”

FGD, male community member (Pemba, Chake Chake)

Based on qualitative conversations with head teachers, parents and community members, **the positive trajectory for community**

awareness and engagement cannot be attributed to Watoto Kwanza. While the project featured activities with “key community members and parents to enhance their understanding of the importance of pre-primary education,”⁹³ the direct outcomes of these activities were hardly detectable in this study:

- **Most parents and community members interviewed in FGDs had never heard of Watoto Kwanza or Dubai Cares;** those who did had a very limited understanding of the project.⁹⁴

⁸⁹ FGD, female head teacher at a community school (Unguja, Kaskazini A)

⁹⁰ FGD, male head teacher at a government schools (Pemba, Micheweni)

⁹¹ FGD, female parent (Pemba, Chake Chake); FGD, male community member (Unguja, Kaskazini A); FGD, male parent (Pemba, Wete)

⁹² ‘Lack of awareness’ among parents is a challenge for the overall education sector in Zanzibar due to the fact that the current parent generation has not experienced mass schooling themselves (see: Majeed et al, “Mapping of School Capacity to Absorb Out-of-School Children in Zanzibar.”)

⁹³ 4,062 community members were engaged and trained to mobilise parents (AKF and MECP-Z, “Annual Narrative Report, 15th February 2018.”)

⁹⁴ For example: FGD, all parents and community members (Pemba, Wete); FGD, all parents and community members (Unguja, Kati); FGD, female community member (Pemba, Mkoani)

- **Parents, community members, Sheha and even DEO officials primarily see the government and the actual communities as the main drivers for positive trends in community awareness and engagement.**⁹⁵
- **Although Watoto Kwanza provided additional support to 100 selected school committees across Zanzibar**⁹⁶ – in from of trainings in developing school development plans through a so-called Whole School Approach – the project’s role on these was not reflected in the qualitative interviews. Even for schools and communities that had received this support, the work of school committees is largely seen as highly independent from Watoto Kwanza.⁹⁷
- **Even MECP-Z staff recognized the limitations of this project element:** “We didn’t really touch parents, only some community leaders. So, I think that’s a problem, because awareness among parents on how to help the young children to learn is very important.”⁹⁸

› Box 4

Box 4: A lack of parent and community inclusion across the board

From the conversation with parents and community members a general shortcoming of interventions into Zanzibar’s pre-primary sector becomes obvious: Parents and community members have a general lack of understanding and knowledge of ongoing programmes and institutional responsibilities. Apart from UWAWA,⁹⁹ Tusome Pamoja¹⁰⁰ and small activities by NGOs (e.g. SOS Children Villages), participants in the FGDs never mentioned other projects and activities they are aware of. Further, some actively complained about the lack of inclusion and communication: “Most times, the community members do not understand what these projects deal with in our society. Mostly, the project implementers do not provide enough information in order for the respective community to understand the overall goal of the project.”¹⁰¹ Such criticism is not only directed at non-governmental actors and interventions; even the source of the government-funded school feeding programme is unclear to some parents: “We would like to know, who is this person who supports this provision with porridge. How are those things actually brought here? What are the procedures of bringing it here?”¹⁰² This lack of information and inclusion can be a major hurdle for appropriate ownership and support by parents and communities – actors in Zanzibar’s pre-primary sector should increase their efforts to include and encourage more persons in the future.

› Section 1.1.1

⁹⁵ For example: FGD, various parents and community members (Pemba, Chake Chake); various parents and community members (Unguja, Kaskazini B); KII, Academic Educational Officer at the DEO (Unguja, Kaskazini B); KII, Sheha (Unguja, Magharibi)

⁹⁶ AKF and MECP-Z, “Annual Narrative Report, 15th February 2018.”

⁹⁷ For example: FGD, various head teachers (Pemba, Micheweni); FGD, various head teachers (Unguja, Magharibi); KII, District Education Officer (Pemba, Micheweni)

⁹⁸ KII, Academic Manager (MECP-Z)

⁹⁹ UWAWA is a government initiative that is supporting cooperation between teachers and parents, but which is actually not directed at the pre-primary sector (FGD, female head teacher at a government school (Unguja, Magharibi)).

¹⁰⁰ Tusome Pamoja (Swahili for ‘Let’s read together’) is a USAID-funded literacy programme, covering all of Tanzania (USAID Tanzania, “USAID Support to Zanzibar.”).

¹⁰¹ FGD, male parent (Pemba, Wete)

¹⁰² Ibid.

A lack of visibility and understanding of Watoto Kwanza specifically does not mean that these activities were unsuccessful, although the lack of branded messaging makes attribution of awareness difficult; however, the limited understanding of the value of ECE noted above suggests the need for strengthening of this component. In addition, small-scale interventions, as under Watoto Kwanza, cannot substitute for multi-stakeholder and system-based strategies for awareness and engagement raising. IPs and donors cannot expect strong results if such interventions are not implemented in either a highly focussed fashion (e.g. strong emphasis on particular communities) or broad scale (e.g. media campaigns).

A positive aspect of Watoto Kwanza’s limited parent and community engagement activities is the close collaboration with many DEOs. DEOs were supported by Watoto Kwanza staff in implementing awareness activities, although the DEOs themselves did not necessarily see this as having a connection to Watoto Kwanza.¹⁰³

In sum, Watoto Kwanza’s activities in parent and community engagement were very limited in their scope, efficiency and effectiveness. Although awareness-raising and community engagement are, in theory, still highly relevant in the Zanzibar context, the actual activities under Watoto Kwanza fall short in their implementation.

2.3.2 ESTABLISHING THE SCHOOL CLUSTER SYSTEM

In general, Watoto Kwanza can be described as a very teacher- and school-centred project within a system with many potential stakeholders; this is also reflected in its activities to strengthen support systems and networks in the ECE sector. The project’s interventions in this regard were highly focused on the newly created school clusters; and initiative lead by MECP-Z and supported by the MoEVT which established 100 clusters through 2014 and 2015.¹⁰⁴ These clusters are groups of nearby pre-primary schools (governmental and non-governmental), which were created to support schools in independently sharing expertise, discussing and coordinating tasks on local level and, generally, increasing capacities of teachers and schools through a participatory process¹⁰⁵ – a concept that had not existed in Zanzibar before Watoto Kwanza.

Together with MoEVT officials, MECPZ-Z supported the establishment and long-term success of these clusters through quarterly facilitation meetings, mentoring and specific trainings of 200 cluster heads (primarily head teachers or section leaders), who are tasked with managing the respective cluster

“The clusters are very useful because, when you meet as a cluster, you discuss certain topics which are difficult for our fellows; and then, we, as a cluster, look into this topic together. It helps us to raise our own awareness, and we remind ourselves of teaching techniques some of us may have forgotten.”

FGD, female head teacher of a government school (Unguja, Magharibi)

¹⁰³ KII, District Education Officer (Pemba, Micheweni); KII, District Education Officer (Unguja, Kaskazini B)

¹⁰⁴ AKF and MECP-Z, “Annual Narrative Report, 15th February 2018.”

¹⁰⁵ KII, Programme Manager Education (AKF); KII, Programme Director (MECP-Z); KII, District Education Officer (Pemba, Micheweni)

– the training of cluster heads was confirmed indicatively by the head teachers interviewed for this study. **Overall, the school cluster initiative was a largely collaborative effort that not only targeted numerous schools, head teachers and teachers but also built on existing staff, capacities and networks.** Thus, next to the teacher trainings and the material development course, **the support for school clusters is regarded by many stakeholders as one of Watoto Kwanza’s strongest, most relevant and most successful activities.**

“Watoto Kwanza was very successful with its clusters. For example, in my cluster, we have projects and funding schemes. We provide ‘khanga’ loans and get a small profit. The cluster now has savings. So, when we strengthen the clusters, we strengthen the schools.”
FGD, male head teacher of a government school (Unguja, Magharibi)

Figure 13: “Is your school part of a school cluster?”

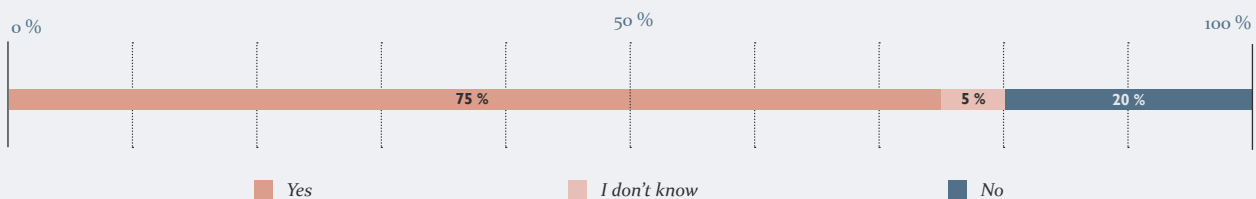
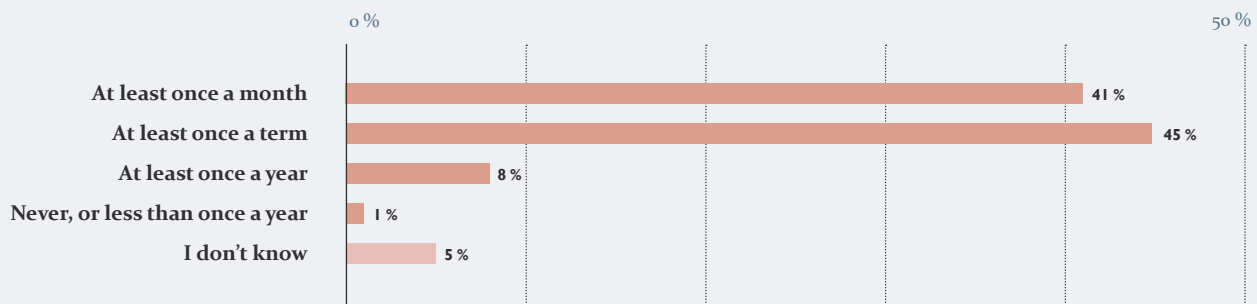


Figure 14: “How often do school cluster meetings happen?”



According to project documents, 75 % of all initial clusters “are still operational and continue to hold meetings regularly.”¹⁰⁶ This is validated by the survey with teachers, in which 75 % of respondents who are currently employed or volunteering as pre-primary teachers worked at schools that are part of a cluster. **The longevity and effectiveness of the school cluster system is further confirmed by the following findings:**

› Figure 13

- **Cluster meetings happen on a highly regular basis.** 86 % of teachers interviewed¹⁰⁷ report that meetings happen at least once a term or even once a month, which overlap with initial project expectations of quarterly meetings.¹⁰⁸

› Figure 14

¹⁰⁶ AKF and MECP-Z, “Annual Narrative Report, 15th February 2018.”

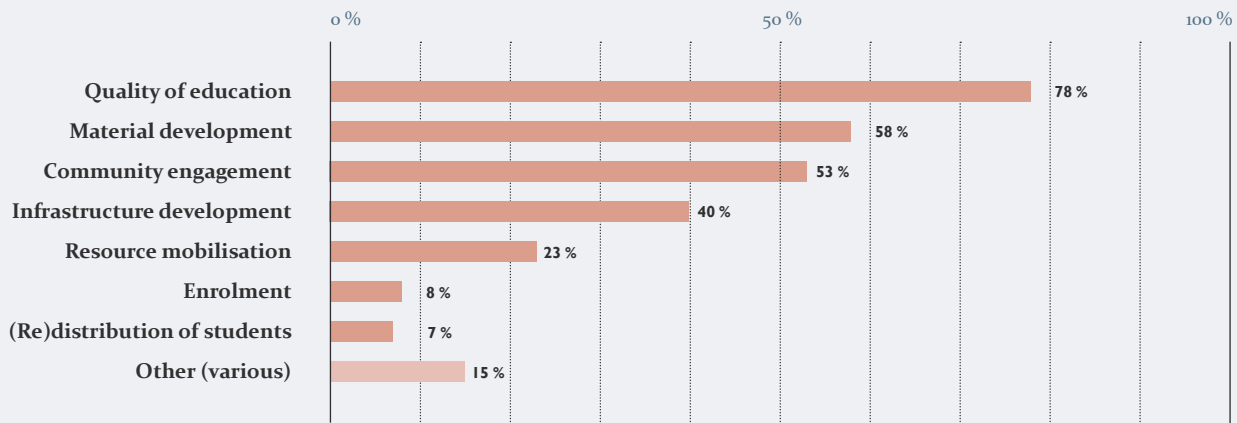
¹⁰⁷ Here, the sample size only includes the 404 currently employed or volunteering teachers.

¹⁰⁸ AKF & Dubai Cares, “The Programme (Internal Document).”

- **62 % of interviewed teachers participate in those meeting on a regular basis.** An additional 20 % participating irregularly – for the rest (18 %), the primary reason for not participating is a status as volunteer teachers which precludes them from doing so at many schools.
- **When meeting, teachers discuss a variety of issues highly relevant to the pre-primary sector** or with strong connection to Watoto Kwanza’s activities – for example, material development.

› Figure 15

Figure 15: “What issues are usually discussed at these cluster meetings?” (multiple choice)



Despite the clear success of the school clusters, **their operational and independent present and future do face some challenges**, namely:

- **Some head teachers mentioned the lack of funds for cluster meetings as a constraint to participation**, as teachers struggle with transport cost and limited refreshments at the meetings.¹⁰⁹ However, to ensure *sustainability* of the cluster model, Watoto Kwanza never intended to provide (financial) support to single clusters; and with 100 clusters initiated, the distances between schools are only a challenge for very peripheral locations.
- **The participation of private schools (excluding community schools) is clearly lower than for all other schools.**¹¹⁰ While private schools form only a small portion of beneficiary schools under Watoto Kwanza, reports from Unguja Magharibi indicate decreasing participation of staff from such schools, caused by disappointments with employment opportunities and despite efforts of other schools to pro-actively include them.¹¹¹

› Section 1.1.2

› Section 2.1.4

¹⁰⁹ FGD, male head teacher at a government school (Pemba, Chake Chake).

¹¹⁰ Only 62 % of teachers at private schools reported that their school was part of a cluster, compared to 95 % of teachers at community schools.

¹¹¹ FGD, female head teacher of a government school (Unguja, Magharibi).

- Without appropriate and constant monitoring or supervision, **some MoEVT officials are concerned that the topics discussed at these meetings are diverting attention from key issues in the pre-primary sector.**¹¹²

Despite these concerns, **the school cluster initiative has proven to be a largely relevant, efficient and effective part of Watoto Kwanza, in terms of both its implementation by MECP-Z and the MoEVT and its ongoing operations.** Oversight of the clusters has now been handed over to the DEOs after a two-day ECE workshop with key stakeholders,¹¹³ both actions further solidify the long-lasting potential and *sustainability* of the cluster model beyond Watoto Kwanza.

Box 5: Head teachers: A ‘forgotten’ population?

Head teachers of pre-primary schools were involved in Watoto Kwanza in two ways: a) 100 of them were trained in school cluster management (see above), and b) some of them were involved in selecting teachers for trainings under Watoto Kwanza.¹¹⁴ In the qualitative FGDs, most head teachers showcased a very good understanding of Watoto Kwanza but – in some cases – directly complained about their lack of inclusion beyond some meetings and supervising trained teachers: “There was a problem with this programme, as with other programmes. The head teacher is the primary observer at the school, but he is not involved in the project.”¹¹⁵ This lack of inclusion can be problematic for long-lasting outcomes, as many head teachers interviewed (especially the ones at government primary schools) had little to none background or expertise in ECE. To fully strengthen support system of PPE on school level in the long-term, the capacities and skillsets of this ‘forgotten’ population need to be addressed in the future. However, in some cases, MECP-Z staff noted that head teachers were reluctant themselves to participate in Watoto Kwanza activities or actively support ECE, in general.¹¹⁶ Such cases showcase how important inclusive and motivating interventions with head teachers are for future interventions in the sector.

2.3.3 WATOTO KWANZA’S INFLUENCE IN THE ECE LANDSCAPE IN ZANZIBAR

Strengthening support systems and networks for the long-term improvement of the pre-primary sector does not stop at the school or community level but also includes the broader landscape of actors on district and national level. While Watoto Kwanza did only feature few particular activities on these levels, through further collaborations and synergies created

¹¹² KII, Pemba Officer-in-Charge (MoEVT).

¹¹³ AKF and MECP-Z, “Annual Narrative Report, 15th February 2018.”

¹¹⁴ FGD, male head teacher at a government school (Pemba, Micheweni).

¹¹⁵ Ibid.

¹¹⁶ Stakeholder Workshop, M&E Officer (MECP-Z)

during the project, MECP-Z tried to extend the actual reach of Watoto Kwanza. The following positive and negative aspects stand out.

At the sectoral level:

- + At the beginning of Watoto Kwanza, **MECP-Z initiated and initially chaired an ECD Working Group in Zanzibar with the goal of quarterly meetings for an increased coordination between actors**, such as the MoEVT, Save the Children, UNICEF, CSOs and others; the chair and responsibility were handed over to the MoEVT in 2016.
- **Only six quarterly meetings were conducted in total**; the MoEVT has not been able to take appropriate responsibility for continuous implementation of these meetings. **As of 2018, the ECD Working Group is virtually nonexistent.**

At the governmental level:

- + Backed by the success of Watoto Kwanza, **MECP-Z has been directly advocating with government stakeholders around urgent matters in the pre-primary sector** (such as the lack of employment opportunities) to create further change.
- + MECP-Z was able to create positive relationships with various actors in the government, ranging from high-ranking MoEVT officials to the Pemba Officer-in-Charge to District Education Officers. **The successful collaboration has increased MECP-Z standing and influence as a highly valued ECE actor in Zanzibar.**¹⁷
- With the involvement of DEOs was primarily focused on awareness raising activities, **some DEO officials wished for a stronger inclusion of their institutions and staff** (see quote above) – with the currently ongoing “devolution through decentralization” in the education sector, a stronger DEO involvement could have created enhanced *sustainability*.

“We were not that deeply involved. I am not saying it’s a problem. It’s just a programme which mostly involved teachers, head teachers and the ministry, but the districts not so much. Sometimes this can be a problem because of the little understanding about the programme among district office members.”

KII, Academic Educational Officer (Unguja, Kaskazini B)

› Section 2.3.1

› Section 3.2.5

At the non-governmental level:

- + **The synergy with UNICEF to support school infrastructures is a positive example of additional external support that was allocated by MECP-Z.**
- + Based on knowledge and expertise gained from Watoto Kwanza, **MECP-Z has been directly involved in the development of training curricula for SUZA’s ECE diploma course.**¹⁸ In addition, SUZA staff were also consulted to improve Watoto Kwanza’s training curricula.¹⁹
- **Little to no additional external support or synergies were facilitated by MECP-Z.** While the ECE sector in Zanzibar is limited, few other institutions, such as Milele Foundation and SOS Children’s Villages, could have been approached.

› Section 2.2.3

¹⁷ KII, Curriculum Officer (Zanzibar Institute for Education); KII, Pemba Officer-in-Charge (MoEVT).

¹⁸ KII, Academic Manager (MECP-Z); KII, Dean FE (SUZA).

¹⁹ KII, Programme Director (MECP-Z) - the strong relationship with SUZA is further solidified by the fact that one high-ranking staff of SUZA’s education department is now member of the board at MECP-Z.

Beyond Zanzibar:

- + MECP-Z staff have presented the project and gained expertise at an international conference, which increases the use of relevant knowledge beyond just Zanzibar.
- + MECP-Z staff have been invited to workshops in Tanzania mainland to consult other actors on the development of appropriate trainings for pre-primary teachers.

2.4 COMBINED KEY FINDINGS ALONG THE OECD-DAC CRITERIA

A summary and final assessment of Watoto Kwanza’s performance along the four OECD-DAC criteria are outlined in the table below (for a more detailed overview, refer to the annex).

> Annex 4

Table 7: The overall performance of Watoto Kwanza (assessed along the four OECD-DAC criteria)

RELEVANCE	EFFICIENCY	EFFECTIVENESS	SUSTAINABILITY
OVERALL PERFORMANCE OF WATOTO KWANZA			
HIGH	MEDIUM - HIGH	MEDIUM - HIGH	LOW
<p>Virtually all activities under Watoto Kwanza have proven to be highly relevant in the Zanzibari context with its low-resource environment. Strong collaborations with the MoEVT have further ensured the relevance of Watoto Kwanza throughout its lifespan. However, activities relevant at the start of the project are no longer all so relevant at this point (e.g. pre-service teacher training).</p>	<p>Many activities under Watoto Kwanza built on existing resources and skill sets of MECP-Z and the MoEVT, which resulted in high efficiency. In contrast, the provision of materials as well as the parent and community engagement fall short in efficiency, as they either left other relevant needs aside or were tasks for other stakeholders.</p>	<p>With only the parent and community engagement being a mostly ineffective endeavour under Watoto Kwanza, all other activities were conducted with high effectiveness. This effectiveness is showcased in the high reliability of Watoto Kwanza staff and the overall outstanding quality of most interventions implemented.</p>	<p>Watoto Kwanza featured a variety of elements with large potential of long-lasting outcomes (e.g. school clusters and the material development course), while other elements fall behind in comparison. However, the major concern are the imminent threats to nearly all positive outcomes due to lack of (governmental) funds, infrastructure and planning. Although most concerns about the sustainability of Watoto Kwanza relate to external factors, IPs could have taken more steps to address and react to these factors.</p>

3. BEYOND WATOTO KWANZA: FUTURE TRAJECTORIES

To provide contextually relevant and scientifically sound recommendations, this section considers the broader context around the Watoto Kwanza project, namely providing:

- An assessment of **the potential future of the project's outcomes**, including but not limited to existing and potential handover or exit strategies, and › Section 3.1
- A breakdown of **sectoral trends, frameworks and challenges** in which potential interventions will be situated. › Section 3.2

3.1 THE FUTURE OF THE PROJECT'S OUTCOMES

As shown in the key findings, the *sustainability* of Watoto Kwanza's outcomes is not ensured. While the project has built capacities among its stakeholders that can be an asset to finally increase *sustainability* at the end of the funding circle, the actual steps taken by MECPC-Z to ensure long-lasting effects are insufficient given the dynamic and challenging landscape of ECE in Zanzibar. › Section 2.4

3.1.1 BUILDING SUSTAINABILITY AND INDEPENDENCE: MISSED OPPORTUNITIES

Running from 2014 to 2017, the official funding for Watoto Kwanza in its current form has – from the start – been time-bound. IPs such as MECPC-Z are not only tasked with conducting the actual interventions but also with ensuring that outcomes and achieved improvements have a longevity beyond the actual funding scheme, at least partially. This in line with the OECD's DAC evaluation criteria, which consider *sustainability* by “measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn. Projects need to be environmentally as well as financially sustainable.”¹²⁰ In this regard, the following findings stand out as **positive examples**: › Box 2 (p 16)

- **The installed school cluster system is already running independently**, and their continuous operations have been handed over to the DEOs and the Department of Pre-Primary and Primary Education at the MoEVT by MECPC-Z. › Section 2.3.2

¹²⁰ OECD, “DAC Criteria for Evaluating Development Assistance.”

- **The curricula developed for teacher trainings belong to both the MoEVT and MECP-Z**, and so their further use and adaptation is in the hands of both parties, independently.¹²¹ The MoEVT is already using certain parts of these curricula for their GPE-funded training for primary teachers to become pre-primary teachers.
- **The close collaboration with SUZA is continuing, and knowledge gained from Watoto Kwanza is being used by MECP-Z to further increase the quality of teacher training in Zanzibar** by consulting the university on their diploma and potential undergraduate courses.¹²²

The above highlight a potential for *sustainability* created by the Watoto Kwanza programme, by changing mentalities around ECE more broadly and creating some system-level changes. However, despite these achievements, from a practical perspective **MECP-Z has not taken any further explicit steps to ensure the longevity of many other positive outcomes** (examples of potential further steps are outlined in the recommendations). Although they are constantly advocating for all their trained teachers to get employed, the current situation and trajectory for these teachers is highly uncertain. Further, while the material development courses are most likely leaving a long-lasting and positive imprint in the respective schools, successes in incorporating such trainings in official training curricula were not detected (beyond the SUZA courses).

› Section 4.1

› Section 2.1.4

During qualitative interviews for this study, constant calls for more trainings and support were recorded from a variety of stakeholders, ranging from parents to MoEVT officials and others: “As you know, teachers always change. Maybe new ones are getting employed, some will move. So, the training should continue.”¹²³

The dependence of Zanzibar’s (pre-primary) education sector on external support for improvements has been articulated repeatedly as well, especially at the community level. **Parents and head teachers alike do not believe that communities are currently able to provide appropriate ECE services that are solely funded through the government and supported by community members.**

“What I can say, we need more. The world is not static, it is dynamic. There are new methodologies, new things, new everything. So, we need our teachers to have it. Most of them just need support, especially financial support.”

KII, Director of Teacher Training (MoEVT)

“In our community, projects are not sustainable. It will be difficult for the community to run this project.”

FGD, male parent (Unguja, Kaskazini A)

Watoto Kwanza and its various materials and concepts are currently confronted with an environment with very limited resources, which hopes for continuing (financial) support. Various key informants interviewed, in particular MoEVT officials, assume that Dubai Cares will provide further funding. While MECP-Z was not tasked and does not have the means to change the actual funding structure and mentality for ECE provision in Zanzibar, **further**

› Section 3.2.4

¹²¹ KII, Director of Teacher Training (MoEVT); KII, Academic Manager (MECP-Z)

¹²² KII, Academic Manager (MECP-Z); GPE, “Zanzibar ESPIG Program Document 2018 – 2021.”

¹²³ FGD, female head teacher at a government school (Pemba, Chake Chake)

steps to increase the independence of the system and communities as well as clearer communication about the temporary nature of Watoto Kwanza are called for in future projects. As the project phases out, the limited current *sustainability* of the project is under further pressure; despite some optimistic voices.

“We cannot say, ‘now that Dubai Cares’ support is gone, we will forget everything.’ Instead, we will sustain the good work started by Dubai Cares, and I assure them that they don’t have to worry; things will keep working. They shall not say, ‘we went to Zanzibar and supported them, but everything seems to collapse.’ No, things will keep being improved, because this is part of the government’s plan.”
KII, District Education Officer (Pemba, Wete)

3.1.2 CAPACITY BUILDING AMONG STAKEHOLDERS

While communities and the overall pre-primary system will most likely stay dependent on external support in the near future, both MECP and the MoEVT have seen an uptake in skill sets and knowledge, namely:

For MECP-Z:

- The scope and complexity of Watoto Kwanza, backed by its successes, position MECP-Z staff and the whole institution to conduct similar projects in the future.¹²⁴
- Watoto Kwanza put MECP-Z, for the first time, in a close working relationship with the MoEVT – according to staff, this has not only increased their reputation but especially their skillset in conducting PPP and government-related projects.

For the MoEVT:

- The MoEVT holds now a number of in-house trained trainers (from teacher trainings) who can conduct future trainings more independently.¹²⁵
- According to various MoEVT officials, they have been inspired by Watoto Kwanza as it showed them a successful example of how to conduct large-scale and hands-on projects in the education sector – several voices reported interest and confidence that the ministry will try to run similar endeavours in the future, although most likely with external funding.¹²⁶

These newly gained capacities should be considered when strategies and activities are discussed to foster the *sustainability* of Watoto Kwanza’s outcomes and the potential independence of Zanzibar’s pre-primary sector.

¹²⁴ KII, Programme Director (MECP-Z); KII, Regional Education Advisor (AKF).

¹²⁵ KII, Head of National Teachers’ Resource Centre (MoEVT).

¹²⁶ For example: KII, Head of National Teachers’ Resource Centre (MoEVT); KII, Director of Administration & Personnel (MoEVT).

3.2 SECTORAL TRENDS, FRAMEWORKS AND CHALLENGES

Despite notable improvements of the overall ECE sector and the many positive outcomes of Watoto Kwanza, PPE is still faced with a variety of old and new challenges and insufficiencies. According to interviewed teachers, ECE in Zanzibar continues to be characterized by a lack of materials, schools, classrooms and teachers. Many of these issues were also repeatedly mentioned by various key informants of this study. The most relevant aspects and further trends in Zanzibar’s ECE sector are outlined in this section to provide the contextual basis for final recommendations.

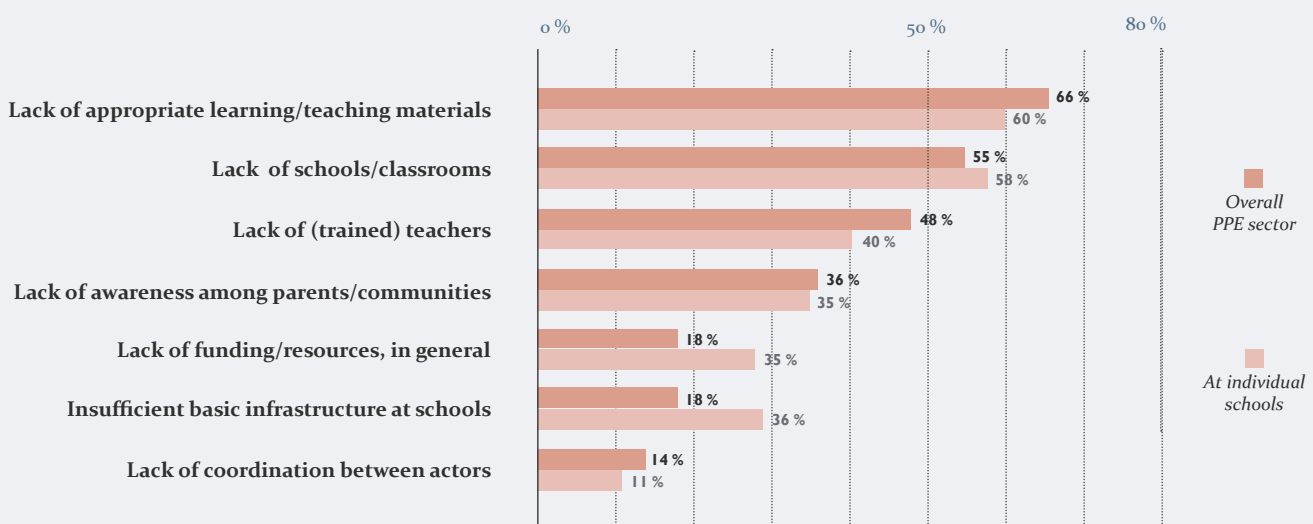
› Section 1.1.1

› Figure 16

“It seems like the whole system is doing so poorly, with a lack of teachers, classrooms, high pupil to teacher ratios, inadequate materials, and a cumbersome curriculum that does not seem to be age-appropriate.”

KII, ECD Technical Expert (Samuel Hall)

Figure 16: “Please name the three biggest challenges for PPE in Zanzibar, in general, and for your school?” (selected most mentioned answers)



3.2.1 INSUFFICIENT SCHOOLS, INSUFFICIENT INFRASTRUCTURES

The quality of ECE in Zanzibar is highly threatened, as teachers are not able to fully implement many of their (newly gained) skills and techniques given school infrastructure insufficiencies which have been exacerbated by the rapid increase of enrolment numbers in recent years. In addition to the lack of classrooms, basic infrastructure problems in schools further undercut the quality of learning environments:

“The biggest problem at our school is the lack of classrooms. For instance, Chwaka Primary School has 120 pre-primary students with no place to sit, and they are all in just one classroom.”

KII, District Education Officer (Unguja, Kati)

- **Classrooms, especially at government primary schools with pre-primary classes, are often not adapted to the needs of PPE regarding their layout and design.**¹²⁷
- In line with other studies,¹²⁸ school observations showed that **roughly 20 % of pre-primary schools (9 of 51 schools observed) do not have toilets.** When available, **toilets are often not age-appropriate or age-separated.**¹²⁹
- At 12 of 51 observed schools, enumerators noted **nearby roads, paired with a lack of fencing, as a major threat to the safety of children.**
- **Outside playing equipment at schools often does not exist** (21 of 51 observed schools) or, if available, in bad condition.
- **A lack of doors and proper windows at pre-primary classrooms has been reported as reason for concern** for parents, head teachers and ECE stakeholders due to reoccurring theft and vandalism.¹³⁰

› Images 6-8 (p 51)

The issues above have been reported for all types of schools, in varying intensity. The mixed-methods research of this study indicates however that government schools generally struggle with relatively consistent levels of insufficient basic infrastructure,¹³¹ while non-governmental schools vary largely in quality of their learning environments.¹³² This diversity highlights not only the inconsistent nature of Zanzibar’s dual system of ECE provision but also the need for system-based programmes that support various providers.

› Section 1.1.1

Direct infrastructure investment has been less of a priority for donors in recent years,¹³³ with existing support primarily provided by some NGOs and the government, to a limited degree.¹³⁴ Through the MoEVT, the government is conducting a programme where communities are incentivised to build the very basic infrastructure of new schools by themselves until the government comes in and finishes the construction of a school to then run it as a government school.¹³⁵ However, the actual scope and success of this programme is hardly verifiable at the moment.¹³⁶

“The government has been working hard on the matter to ensure that we have enough classrooms. This is done in collaboration with the community. The government said that the community should construct the buildings, while the roofing and finishing will be done by the government. And we appreciate that the community has been doing so much. Gradually, we are overcoming that shortage.”
KII, District Education Officer (Pemba, Wete)

¹²⁷ For example: FGD, male head teacher at a government school (Pemba, Chake Chake).

¹²⁸ Majeed et al, “Mapping of School Capacity to Absorb Out-of-School Children in Zanzibar.”

¹²⁹ For example: FGD, female head teacher at a government school (Unguja, Kaskazini A).

¹³⁰ For example: FGD, male head teacher at a government school (Unguja, Kaskazini A).

¹³¹ According to the the indicative school observations, government primary schools with pre-primary classes seem to suffer under more challenges that standalone pre-primaries. In addition, stakeholders in Pemba reported infrastructures challenges more often than their counterparts on Unguja.

¹³² Some non-government schools are setting very positive examples (e.g. the MECP-supported Madrasat Zam Zam in Mtoni Mazrui, Unguja, Magharibi), others however give major reason for concern.

¹³³ KII, Senior Education Specialist (GPE).

¹³⁴ For example, some organisations have been supporting schools with small upgrading projects, furniture and other infrastructural support; such as, SOS Children Villages and the UNICEF-Watoto Kwanza synergy.

¹³⁵ KII, Principal Secretary (MoEVT).

¹³⁶ Majeed et al, “Mapping of School Capacity to Absorb Out-of-School Children in Zanzibar.”

› Section 2.2.3

Image 6: Playing equipment at Donge Maandalizi¹³⁷



Image 7: Playing equipment at Istiqama Wete¹³⁸



Image 8: Playing equipment at Bububu B Primary¹³⁹



3.2.2 INCREASING ENROLMENT, INCREASING CHALLENGES

As enrolment rates have doubled in recent years, the overall ECE sector in Zanzibar is currently experiencing enormous pressure and stress; especially at government schools since the PPE is free. **While increased enrolment is generally a positive trend, the sector and the government were not prepared for this rapid change**, as the current situation highlights. Apart from insufficient schools, classrooms and infrastructure, the quality of ECE in Zanzibar suffers also in other aspects, for example:

› Section 1.1.1

› Section 3.2.1

¹³⁴ Government School - Unguja, Kati

¹³⁵ FBO School – Pemba, Wete

- **There is an overall shortage of (employed) pre-primary teachers in Zanzibar.** While other studies report average pupil-to-teacher-ratios (PTRs) of 20 pupils for every teacher,¹⁴⁰ indicative evidence from this evaluation shows that the reality can be significantly worse, with observed PTRs above 40 pupils for every teacher at some schools and parents anecdotally reporting up to 120 children in one classroom. As the MoEVT is seeing themselves as the main provider of ensuring free ECE to all eligible children,¹⁴¹ their progress in employing more teachers has not been sufficient as of March 2018 – according to key informants, this situation is exacerbated by absentee teachers and increasing numbers of retiring teachers.¹⁴²
- **Additional governmental ECE programmes are underfunded,** as shown by an insufficient provision of porridge at government schools: “Children usually get porridge at schools now, provided by the government. But there is an increase in the number of students, so the amount of porridge is not enough anymore for the all pre-primary students.”¹⁴³ Given the mismatch in funding and demand, and considering the many other challenges of the sector, experts have questioned the actual value of the school feeding programme.¹⁴⁴
- With more students comes an increased demand for materials. Thus, unsurprisingly, **‘lack of materials’ – not necessarily reflecting teacher training – is the major problem for many teachers,** despite Watoto Kwanza’s material development course.

› Figure 16 (p 49)

Efforts of the MoEVT and other stakeholders to further raise awareness and enrolment rates are continuing in Zanzibar.¹⁴⁵ **If the government and other stakeholders are not able to address the most pressing issues (primarily the number of schools and employed teachers) immediately, positive improvements from projects such as Watoto Kwanza might be lost.**

“It seems that as much as the government tries to improve and increase classrooms, so does the population in schools. You will find a school, which had enough classrooms to accommodate all students in 2017; but the same school needs about three more classrooms in 2018 because the number of pupils enrolled in schools has increased more than the number of classrooms.”

KII, District Education Officer (Pemba, Wete)

3.2.3 REMAINING BARRIERS TO ENROLMENT

While the increase of enrolment rates to 66% NER (in 2017) is laudable achievement, it also means that one third of eligible children in Zanzibar are still not receiving any (compulsory) PPE. In recent years, some access constraints were (officially) eliminated – such as voluntary contributions by parents – and incentives were created – such as the school feeding programme. However, key barriers remain:

¹⁴⁰ Majeed et al, “Mapping of School Capacity to Absorb Out-of-School Children in Zanzibar.”

¹⁴¹ KII, Principal Secretary (MoEVT).

¹⁴² KII, District Education Officer (Pemba, Wete); KII, Pemba Officer-in-Charge (MoEVT).

¹⁴³ KII, District Education Officer (Unguja Kati).

¹⁴⁴ KII, Senior Education Specialist (GPE).

¹⁴⁵ KIIs, various District Education Officers; KII, Zanzibar Education Specialist (UNICEF)

- **Financial constraints for (poor) parents:** Despite the officially ‘free’ PPE at government schools, families are still faced with additional expenses when enrolling their children: costs for uniforms and stationary equipment (see quote above), potential transport costs, still common ‘voluntary’ contributions at some government schools,¹⁴⁶ and others. › Section 2.1.4
- **Lack of awareness of the importance of PPE:** According to stakeholders interviewed, not all parents in Zanzibar value the impact that ECE can have for the future of their children, despite the clear progress in recent years. Traditional belief systems, a lack of exposure to potential benefits, or the belief that one’s child is ‘still too young for school’ are the most likely reasons behind hesitations to enrol children.¹⁴⁷ › Section 2.3.1
- **Distance and travel to schools:** Especially, but not only, in rural areas, parents are concerned about send their children to pre-primary schools if those are not in close walking distance. Unsafe roads and paths, careless drivers, and potential (sexual) harassment were named frequently in the FGDs as reasons not to enrol children.¹⁴⁸

While gender does not seem to play a huge role in young children’s enrolment, **children with special needs face various difficulties in Zanzibar’s PPE sector** – from the general barriers outlined above to illadapted learning environments. Combined, these barriers result, for example, in very low enrolment of children with disabilities in PPE; only 0.77 %

“We have to understand that, education is costly. Even though the government said that education is free, it actually costs money. For example, children in pre-primary school must have at least two uniforms.”

FGD, female community member (Kaskazini B)

of all pupils enrolled in pre-primary in Zanzibar have a disability, compared to an estimated 3–4 % of all Zanzibari children (age 0–19) that have a disability.¹⁴⁹ Watoto Kwanza addressed the inclusion of children with special needs only peripherally by featuring rather general sessions on ‘inclusive education’ in their teacher training courses.¹⁵⁰ Given the many challenges of the sector, not every project can focus on inclusive education and Watoto Kwanza’s efforts must be welcomed, but **the overall issue requires more attention when designing and implementing new projects, infrastructures and ECE curricula.** › Section 2.1

3.2.4 A GOVERNMENTAL FUNDING BOTTLENECK

Throughout the research for this study, one key factor emerged as the primary constraint for further improvements in the ECE sector. **From a lack of employed teachers to insufficient infrastructures to underfunded programmes, such as the provision with porridge;**

¹⁴⁶ Majeed et al, “Mapping of School Capacity to Absorb Out-of-School Children in Zanzibar.”

¹⁴⁷ FGD, female parent (Unguja, Magharibi); KII, Pemba Officer-in-Charge (MoEVT); KII, Zanzibar Education Specialist (UNICEF)

¹⁴⁸ FGD, female community member (Pemba, Wete); FGD, female community member (Unguja, Kaskazini B); FGD, various parents and community members (Unguja, Magharibi)

¹⁴⁹ Majeed et al, “Mapping of School Capacity to Absorb Out-of-School Children in Zanzibar.”

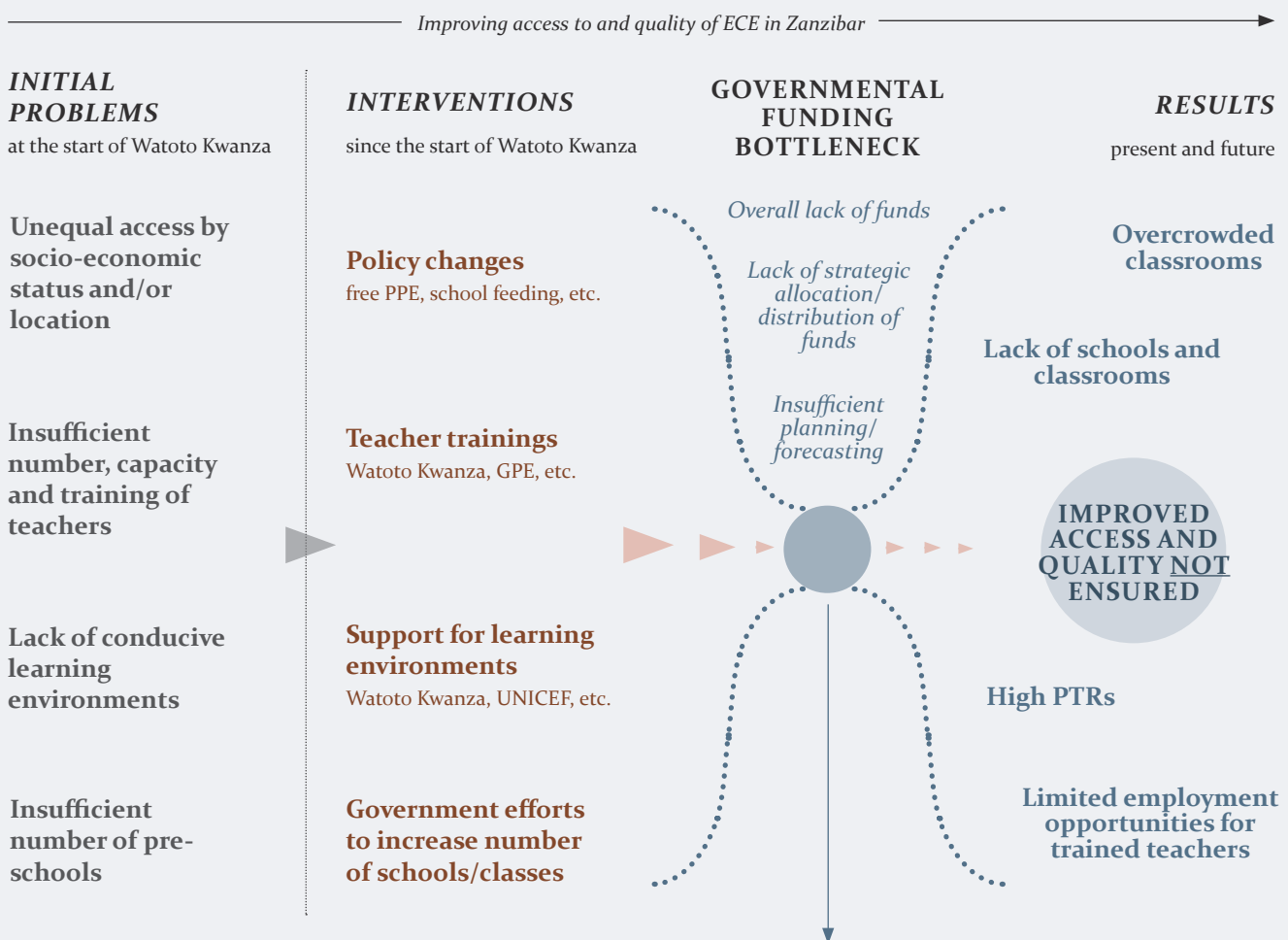
¹⁵⁰ KII, Academic Manager (MECP-Z)

these problems are primarily caused by a **governmental funding bottleneck**. While this study has not explored – in-depth – the precise and underlying reasons for this bottleneck, it has become clear that **an overall lack of funds, a lack of strategic allocation or distribution of available funds, and insufficient (financial) planning and forecasting are all contributing to this situation.**

The demand for teachers, schools and classrooms is undoubtedly high, and on the supply or support side this research found a large pool of potentially eligible teachers for employment, communities that support ECE in various ways, and continuing commitment of several other stakeholders, such as UNICEF, Milele Foundation, GPE, and of course MECP-Z/AKF. However, the potential to transfer the existing opportunities into tangible outcomes is constantly undercut by limited (financial) means of the MoEVT and other government bodies.

› Section 2.1.4 and Box 3 (p 28)
› Section 2.3.1

Figure 17: The governmental funding bottleneck



Due to a governmental funding bottleneck, interventions are not fully resolving initial problems; for example, despite a large pool of potential candidates, not enough teachers are getting employed.

Zanzibar's pre-primary sector is thus still largely dependent on non-governmental ECE providers, with 60 % of enrolled children at non-government schools or centres in 2017.¹⁵¹ That being said, the government seems to be highly determined to become the primary provider, reducing the extent of which, in particular, community schools cover ECE needs. Recent advancements in the number of schools and classrooms as well as increased enrolment reflect this.¹⁵² Stronger collaboration with non-governmental schools beyond the cluster level could present a clear added value, given that – according to other studies – infrastructures at some community schools are currently underused.¹⁵³

With MoEVT's mandate to expand ECE and its limited collaboration with non-government schools,¹⁵⁴ the governmental funding bottleneck will continue to be a major constraint for further improvements - due to both, a lack of funds in general and the lack of allocation of funds to ECE specifically. The government itself but also donors and other ECE stakeholders in Zanzibar need to find appropriate solutions to either unblock this bottleneck or create ways around it. Such solutions should address not just the actual lack of money but also the need to focus, in particular, on reliable planning and forecasting so that budget allocation and spending are as effective as possible.

3.2.5 ONGOING AND FUTURE CHANGES IN THE SYSTEM

The landscape of ECE provision and quality in Zanzibar has been highly dynamic in recent years, with clear improvements, new and remaining challenges, various projects, programmes and interventions. Two other ongoing changes will have a crucial influence on future interventions, namely:

- **Devolution through decentralization:**

Zanzibar's education sector is currently in the process of devolving responsibilities from the Zanzibari national level (MoEVT) to the district level (DEOs). While some tasks have already been handed over to the districts (e.g. school inspections), others are not yet fully devolved (e.g. teacher training).¹⁵⁵ Governmental and non-governmental stakeholders in Zanzibar largely see this as a process full of opportunities, as government actors get into a closer relationship with schools, teachers and communities.¹⁵⁶ In addition, DEOs report improvements in teacher employment procedures and infrastructures development but full responsibilities and resource sharing have yet to be clarified.¹⁵⁷ Future interventions by donors and other non-government actors have to consider these changes – **while**

¹⁵¹ Murphy et al, "Zanzibar Education Situation Analysis."

¹⁵² Ibid.

¹⁵³ Majeed et al, "Mapping of School Capacity to Absorb Out-of-School Children in Zanzibar."

¹⁵⁴ Also, private schools (for & non-profit) are not in very close communications with the MoEVT that go beyond questions of the official curricula and inspections (KII, Representative (Zanzibar Private School Association)).¹⁵⁵ KII, Head of National Teachers' Resource Centre (MoEVT).

¹⁵⁶ KII, District Education Officer (Unguja, Magharibi); KII, Pemba Officer-in-Charge (MoEVT); KII, Zanzibar Education Specialist (UNICEF).

¹⁵⁷ KII, District Education Officer (Pemba, Chake Chake); KII, District Education Officer (Pemba, Micheweni).

the MoEVT will still remain the main authority for collaborations and other projects, actual implementations will need to put more time and resources aside for the inclusion of DEOs.

- **Updating the ECE curriculum:**

With seven academic subjects (plus sports),¹⁵⁸ the current ECE curriculum for children – binding for all governmental and non-governmental schools¹⁵⁹ – was revised for the last time in 2007¹⁶⁰ and has been repeatedly criticised by various informants of this study: “The big issue is the curriculum”¹⁶¹

– many described it as outdated and too extensive for young children. Focusing on fewer subjects with more time to learn in a playful way was the major suggestion by various stakeholders.¹⁶² Fortunately, a revision of the ECE curriculum is planned for the near future by the MoEVT, and MECP-Z has declared strong interest in being involved in or consulted for this review.¹⁶³ In general, **a strong inclusion of various stakeholders in such process is called for, as the underlying ECE curriculum will have a major impact on future interventions in Zanzibar’s pre-primary sector**, for example in the area of teacher trainings.

“Devolution is good because the distance between schools and the government has been reduced very much. Teachers can now go quickly to the DEOs to follow up on anything. But there are still challenges, like funds and capacities and staff at DEOs.”

KII, Zanzibar Education Specialist (UNICEF)

“It is terrifying for a child to carry seven exercise books. The children are too young to learn seven subjects. Therefore, the number of subjects should drop to basic subjects.”

KII, District Education Officer (Pemba, Chake Chake)

¹⁵⁸ UNESCO and MoEVT, “Education For All Assessment 2001 - 2013.”

¹⁵⁹ Murphy et al, “Zanzibar Education Situation Analysis.”

¹⁶⁰ The revision in 2007 led to a significant increase in the number of subjects (UNESCO and MoEVT, “Education For All Assessment 2001 - 2013.”)

¹⁶¹ FGD, male community member (Unguja, Kaskazini B)

¹⁶² For example: FGD, female community member (Unguja, Kati); FGD, male community member (Unguja, Kaskazini B); KII, Director of Administration and Personnel (MoEVT); KII, District Education Officer (Pemba, Mkoani).

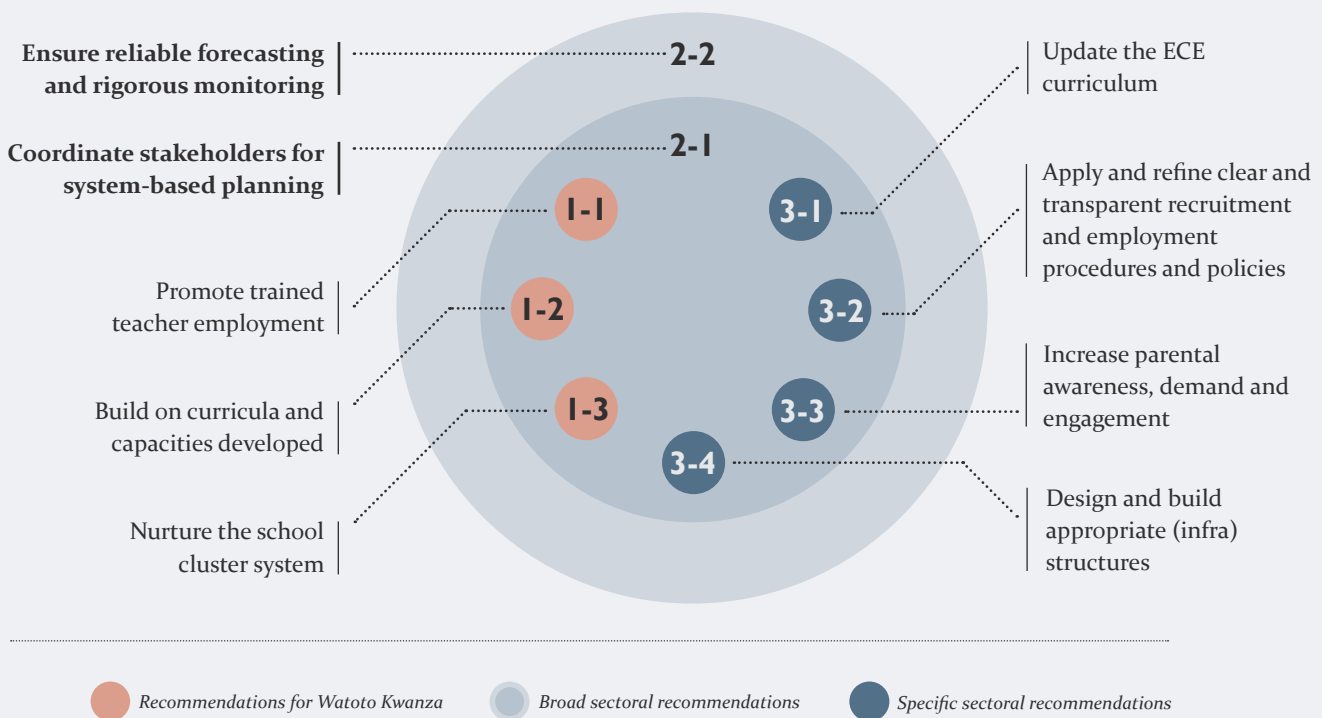
¹⁶³ KII, Academic Manager (MECP-Z); KII, Programme Director (MECP-Z).

4. RECOMMENDATIONS

The Watoto Kwanza project has contributed to an increased access to and quality of ECE in Zanzibar. However, a number of critical challenges and lessons that should inform any future work in the pre-primary sector have been identified for this research and require consideration in future interventions. **Three common themes underline the recommendations presented:**

- **ECE in Zanzibar has been and is undergoing a phase of dynamic change**, in which the extent and landscape of PPE are being redefined.
- **Watoto Kwanza is a step in the right direction but also just one piece of a grander puzzle**; alone, it is insufficient to ensure long-lasting changes. A systems approach needs to be taken.
- **Appropriate and strategic planning and funding of programmes and parts of the ECE sector (in theory, by the government) needs to be a priority**; resources in Zanzibar are limited. They must be utilized to maximize their impact, rather than focusing on the easiest approaches to programming (‘low-hanging fruit’).

Figure 18: Overview of Recommendations



The recommendations from this evaluation study – to both governmental and non-governmental stakeholders, including donors such as Dubai Cares, in Zanzibar’s pre-primary sector – are provided in three areas:

- Recommendations specific to improving the long-lasting effect of Watoto Kwanza project
- Broad sectoral recommendations to underpin future ECE policy and programming
- Specific sectoral recommendations to address identified challenges

› Figure 18 (p 57)

› Section 4.1

› Section 4.2

› Section 4.3

The recommendations presented in this section are based on the findings of the evaluation study and are further nuanced through direct consultations of ECE stakeholders in Zanzibar via a participatory validation workshop. **All recommendations are considering the delicate balance between an ideal and potentially future situation – in which the Zanzibar government is able to independently provide all funds and support necessary – and a more pragmatic take – in which external or additional support is still expected to be necessary.** Thus, the recommendations encompass the involvement of a variety of stakeholders, including teachers, parents and communities.

› Section 1.2 and Annex 3

4.1 RECOMMENDATIONS FOR WATOTO KWANZA

Watoto Kwanza’s funding phase has come to a definitive end. The following recommendations are therefore focused on ensuring the *sustainability* of the project’s successes and mitigating challenges around **trained teachers**, especially unemployed and volunteering ones; **training curricula**; the **material development course**; the **mentorship programme**; and **school clusters**.

Recommendation 1-1: **Promote trained teacher employment**

The employment situation of trained teachers – with approximately 35 % of those interviewed currently employed – requires improvement to ensure that the improved capacity of the ECE sector to provide trained teachers does not fade. **If formal employment is not feasible on a large scale, at this point in time, volunteer teachers require official but temporary support** to avoid their leaving the sector. This could take the form for example of transportation allowances – however, these should not become an institutionalised programme, as this would confirm these volunteer activities.

Recommended actions for MECP-Z/AKF

- **Continue advocacy tasks** with government authorities to ensure that Watoto Kwanza graduates’ skills are recognized in hiring

- **Lead participatory outreach to trained but unemployed teachers** to listen to their voices and concerns and to develop plans / approaches to keep up their skills and interest
- **Re-assess further trainings of new teachers** while the situations of already trained teachers without employment are addressed

Recommended actions for the MoEVT

- **Teachers with the strongest qualifications and experience** – such as teachers trained under Watoto Kwanza and/or those with volunteering experiences – **should be favoured for formal employment**, reflecting the high opinion of trained teachers expressed by stakeholders

Recommendation 1-2: **Build on curricula and capacities developed**

The training curricula developed, the materials development course and mentorship programme were both new to the system and appreciated by participants. **To foster the independence of the Zanzibari ECE system, these trainings and project parts should be institutionalized by the MoEVT.** Making them, at least partially, compulsory elements of (governmental) teacher training for ECE and or further supporting other training institutions by offering those curricula would ensure the *sustainability* of these materials. These training curricula will also need to consider future revisions of the ECE curriculum and be updated and improved regularly and based on rigorous monitoring of learning outcomes. Particular attention needs to be given to topics such as parent and community engagement and inclusion of children with special needs.

Recommended actions for MECP-Z/AKF

- **Continue advocacy tasks and training to the MoEVT** to include best practices from Watoto Kwanza into official (in-service) trainings
- **Build capacity at the MoEVT to conduct more trainings independently**, including material development courses
- **Continue and expand outreach to other training institutions** to offer (parts of) the training curricula

Recommended actions for the MoEVT

- **Systematically include relevant parts of the training curricula** into own (in-service) trainings
- **Encourage other training institutions to follow this example** for any pre-service trainings
- **Make material development courses a mandatory part** of pre-primary teacher trainings (pre- and in-service)
- **Create a system or policy under the MoEVT that uses a mentorship approach** for continuous follow-ups with new teachers

Recommendation 1-3: Nurture the school cluster system

Continuous support and monitoring of the school clusters is called for to mitigate the risk for cluster closure and to ensure the quality of cluster meetings. The school clusters are a clear success story but the supervision by DEOs needs to be comprehensive and supported. In addition, advocacy and follow-ups should continue to further expand or re-initiated clusters in areas where those are not operational. If the model continues to prove itself sustainable and independent on district and cluster level, **the cluster approach could be embedded into PPE policies, without making participation by schools and teachers mandatory.** Incentives and constant encouragement to participate are recommended.

Recommended actions for MECP-Z/AKF

- **Communicate with DEOs regularly** to support based on the Watoto Kwanza experiences, and thus reinforce their ability to drive and engage with school clusters
- **Advocate for strong and long-lasting government support of the cluster system**, at least in form of allocated government staff and time for supervision at the district level

Recommended actions for the MoEVT

- **Create clear plan for developing and supporting school clusters** as a strong element of the sector, to implement in unserved areas; this should include further guidelines to the clusters themselves to ensure their usefulness.
- **Encourage and monitor DEOs in participating in / supervising school clusters;** with a focus on the respective cluster heads and other head teachers
- **Allocated time and (financial) resources** for this supervision - given the limited funds available, such resources do not need to be extensive but only ensure continuous communication between the MoEVT, DEOs, cluster heads and schools
- **Follow-up with schools/teachers who have dropped out of clusters** to understand underlying reasons

4.2 BROAD SECTORAL RECOMMENDATIONS

This study's findings confirm that addressing specific sectoral issues independently will not provide sustainable improvements if the full Zanzibari ECE context and other barriers are not systematically considered in the planning. For example, focusing on teacher training without ensuring subsequent employment opportunities, or materials for teachers to use, can create unintended problems instead of solving the issue. Therefore, a more thoughtful, strategic approach needs to be taken for a system-based development strategy for the whole sector.

Recommendation 2-1: Coordinate stakeholders for system-based planning

Relevant for: all ECE/ECD actors in Zanzibar and external donors

Integrated coordination with all relevant stakeholders is crucial. This requires a systems approach instead of a project-based approach where positive outcomes might disappear in a system unable to absorb the changes. In addition, strong collaboration and coordination will be required with other ECD sectors, especially health, nutrition, and child protection to ensure that children are developing holistically – such collaborations are virtually non-existing in Zanzibar at the moment. Thus, **a proper model and roadmap needs to be developed under the umbrella of the MoEVT. Such system-based plans need to involve all relevant sector stakeholders and those in other relevant fields,** amongst which:

- The **MoEVT** including all its departments and DEOs
- The Ministry of Empowerment, Social Welfare, Youth, Women and Children (**MESWYWC**), as the ministry officially mandated to deal with all ECD matters
- The Ministry of Finance and Planning (**MoF**), which is involved in the employment of teachers and other relevant financial decisions
- Non-governmental organisation and actors with expertise in ECE, such as **MECP-Z/AKF, UNICEF, Milele Foundation,** and others
- Non-governmental organisation and actors with expertise in ECD topics, such as **Save the Children, SOS Children's Villages,** and others
- Representatives of **private, FBO and community schools** (preferably on district level)
- Representatives of external donors that are engaged or planning to engage in the sector, such as **GPE, Dubai Cares, USAID,** and others
- **External and specialised experts** in the field of ECE/ECD and its specific components

The reinstatement of an ECE / ECD working group will support this coordination. However, the lack of *sustainability* of the previous one under Watoto Kwanza needs to be analysed in-depth to avoid facing the same challenges. While the MoEVT should still have the chair and responsibility for this working group, other stakeholders need to hold the ministry accountable for and support it in the actual implementation of meetings and other forms of coordination.

› Section 2.3.3

Recommendation 2-2: Ensure reliable forecasting and rigorous monitoring

Relevant for: all ECE actors in Zanzibar, but especially the MoEVT

All plans, models, and approaches need to feature rigorous monitoring and quality assurance components to allow for an effective use of limited resources. Taking into account expected contextual changes through scenario forecasting will promote continued relevance of programming, assessing available and required human resources for

training and recruitment, considering physical infrastructure and equipment, etc. Accordingly, such efforts must include:

- **Management indicators** (actual spending, number of teachers and students, etc)
- **Quality indicators** (quality of teaching, quality of trainings, etc)
- **Impact indicators** (school readiness, learning outcomes, etc)

Reliable forecasting and rigorous monitoring is an important and sectoral task for all ECE stakeholders, especially for the MoEVT. Although Watoto Kwanza had various project-internal follow-up and monitoring mechanisms in place, strong collaboration and reliable forecasting need to be a priority for all programmes and projects in the future to ensure *sustainability*.

4.3 SPECIFIC SECTORAL RECOMMENDATIONS

Beyond the two broad recommendations for the sector detailed above, this research has underlined specific areas in Zanzibar's pre-primary sector presenting clear opportunities for improvement.

Recommendation 3-1: Update the ECE curriculum

Relevant for: all ECE actors in Zanzibar, but especially the MoEVT

A major task to prioritize in the near future is the revision of the outdated and overly extensive syllabus or curriculum of PPE. Thus, the MoEVT should initiate necessary steps to lead a process of revision and implementation as soon as possible, based on the stakeholder and teacher feedback.

- **Reduce the number of subjects in the curriculum** and allow for playful learning
- **Develop the new curriculum in a transparent process** that consults ECE stakeholders, such as MECP-Z and representatives of non-governmental schools, to ensure widespread ownership by all stakeholders for an effective and consistent implementation
- **Ensure materials and trainings to implement new curricula** are provided to teachers to allow for successful uptake.
- Before, during and after its implementation **the new curriculum needs to be systematically and continuously evaluated and assessed** in terms of its *effectiveness* in helping children learn and develop

Recommendation 3-2: Apply and refine clear and transparent recruitment and employment procedures and policies

Relevant for: the MoEVT and the MoF

Appropriate employment and remuneration for trained teachers in the pre-primary sector critical to the attractiveness of the sector as a whole. **While the allocation of enough funds by the government to employ teachers will most likely remain limited, clear and transparent employment procedures and policies are necessary to recruit and employ the best trained teachers and avoid their leaving the sector.** Hence, the MoEVT and the MoF need to adapt and apply existing guidelines, preferably based on the following considerations:

- **Refine the job profile for pre-primary teachers** with qualification requirements, agreed upon by governmental and non-governmental stakeholders. These should **favour teachers with specific and recognized training in PPE** over those with only regular education certificates
- While continuous training of teachers must be priority, **avoid training more teachers without appropriate employment opportunities later**
- **Target head teachers of pre-primary schools for specific trainings**

Recommendation 3-3: Increase parental awareness, demand and engagement

Relevant for: the MoEVT, DEOs, organisations with community engagement expertise, and teachers

Although awareness and engagement of communities and parents in ECE have experienced an uptake in recent years, the current situation still leaves room for clear improvements – especially in terms of understanding ECE and its impacts, and appropriate parental engagement. While DEOs and various organisations (for example UNICEF) have already been working on such issues, **system-based and integrated strategies to raise public demand and awareness for ECE are virtually inexistent to date.** If parents and communities truly understand the value of ECE, their coordinated demands will create further pressure on government stakeholders to appropriately invest in their children. Further, it will also activate them to provide resources as needed in creative ways. **Such efforts require strong coordination and collaboration.**

In terms of the **engagement of parents and their actual contributions** to pre-primary sector, the following points should be taken into account in creating multi-lateral approaches and programmes:

- **A comprehensive strategy** on how families and communities will be engaged with clear goals and guidelines needs to be developed
- **Strategy must consider non-financial or financially constrained parental and community contributions;** for example, ‘voluntary’ financial contributions need to be eliminated completely

Engagement and awareness raising activities with parents and community have a clear relevance to many types of programmes supporting ECE – from, say, nutrition-specific programmes to programmes building home support of children’s education. However, this is not proposed as a broad sectoral recommendation as it is not appropriate to all activities: for example, including parents and communities into the revision of employment procedures for pre-primary teachers or of the ECE curriculum has little to no applicability. Nor has this been recommended specifically in the context at Watoto Kwanza – at the end of its funding scheme – as the project’s activities in this field were not successful enough to build upon.

Recommendation 3-4: Design and build appropriate (infra)structures

Relevant for: the MoEVT, NGOs, external donors, and communities

As with the overall sector, **the design and development of actual school infrastructure is at a pivotal moment in Zanzibar.** With a government that is expanding its number of classrooms and schools, this is an opportunity to not only build infrastructures in quantity but also ensure they are specifically adapted to the needs of PPE. Community-based efforts to building pre-primary schools are currently encouraged by the MoEVT but **a systematic approach for designing, planning and erecting ECE-specific infrastructures is missing.**

While large-scale programmes on building more schools and classrooms will be most likely undercut by budget constraints, **pilot projects and best-practice approaches offer a promising direction which then could be replicated.** Investment in such efforts requires **guidance external experts and support (e.g. from donors) and must consider the urgency of needs and local contexts.** Thus, designing and building schools and classrooms for PPE should focus on few projects first, all guided by the following considerations:

- **Very basic infrastructures, such as (age-appropriate) toilets and fencing, need to be prioritized over ‘optional’ elements,** such as outside play equipment
- **Buildings and classrooms should allow for age-appropriate learning environments and need to be adapted climate factors** (heavy rains, high temperatures, etc)
- **Low-cost materials and indigenous building techniques should be incorporated** to lower costs and decrease dependencies on external material, and increase ownership; Watoto Kwanza’s material development courses can be a conceptual inspiration for this
- The design and building needs to be based on thorough **architectural and participatory research within communities** to ensure the suitability and adaptability of structures

4.4 FURTHER AREAS OF RESEARCH

Samuel Hall recommends continuing a rigorous learning agenda on ECE issues in Zanzibar. While this study and others already provide relevant and useful insights into the pre-primary sector in Zanzibar,¹⁶⁴ the following research is recommended to allow for further evidence-based interventions:

- **The individual and economic situations of (pre-primary) teachers should be further investigated** (beyond teachers trained under Watoto Kwanza), as volunteering, absences, retirement and an extreme gender-imbalance characterize the sector
- With parent and community engagement/awareness still an issue, an **in-depth research into knowledge, practices and attitudes around ECE in Zanzibar** is called for – such research can be directly tied to system-based strategies to raise public demand and awareness for such

¹⁶⁴ Other important studies include, for example: Majeed et al, “Mapping of School Capacity to Absorb Out-of-School Children in Zanzibar;” MECP-Z, “The Mapping Study: An analysis of pre-primary education in Zanzibar;” Murphy et al, “Zanzibar Education Situation Analysis.”

5. CONCLUSION

Since 2006, when PPE was declared compulsory for all eligible children, enrolment in ECE in the semi-autonomous state of Zanzibar has increased drastically (to 66% in 2017). This evaluation study assessed the outcomes of one of the projects, addressing some of the key challenges to ensuring quality ECE for all, the Watoto Kwanza project. AKF, MECP-Z and the MoEVT jointly implemented this project from 2014 to 2017 with funding by Dubai Cares. Tasked with “Improving Access to and Quality of Early Childhood Development”, Watoto Kwanza was planned and conducted as a Public Private Partnership (PPP) project with three main elements:

- Supporting the professional development of teachers;
- Creating conducive and constructive teaching and learning environments; and
- Strengthening school, community, and government support systems.

This evaluation confirms the *relevance*, *efficiency* and *effectiveness* of this project – only the *sustainability* of the project’s outcomes gives cause for concern. In order to understand the success of the project, it is necessary to frame it within the evolving ECE context in Zanzibar:

- ECE in Zanzibar has been and is undergoing a phase of dynamic changes (rapid expansion of governmental ECE provision, increasing enrolment, policy changes, etc) with insufficiencies and setbacks on various fronts – such as high PTRs, lack of classrooms, and others.
- In this dynamic landscape, projects such as Watoto Kwanza form single pieces of a larger puzzle, which cannot replace system-based approaches that need to account for the current state of the sector and resources available.
- A key issue is the appropriate and strategic planning and funding of projects and parts of the ECE sector, with a governmental funding bottleneck currently jeopardizing positive trajectories.

Despite the challenging context, Watoto Kwanza was able to provide a variety of activities that led to positive outcomes: 896 pre-primary teachers were trained in courses regarded of highest quality by many stakeholders, low-cost material development courses left a visible and positive imprint at many schools on both islands, a school cluster system was implemented which has enhanced coordination and independent peer-learning between schools and teachers – just to name a few.

However, as many projects in development contexts, Watoto Kwanza and its IPs have struggled with ensuring *sustainability* of outcomes beyond the funding scheme. Additional actions would have been called for to adapt the activities throughout the project cycle to the dynamic

changes and (infra)structural insufficiencies of the sector. In particular, the lack of employment opportunities for trained teachers should have received more attention. This issue and many others – e.g. the lack of appropriate infrastructure – underline the importance of stakeholder coordination for system-based planning, supported by rigorous monitoring and reliable forecasting; neither are currently done sufficiently in Zanzibar.

Both MECP-Z and AKF as well as other ECE stakeholder in Zanzibar, in particular the MoEVT, can learn from Watoto Kwanza and this evaluation, especially in ensuring the continuation of its positive outcomes and materials developed, such as training curricula. A stronger collaboration and joint learning agenda is then also mandatory to tackle the most pressing issues of the sector as of 2018, namely improving the current ECE curriculum for children, the employment procedures for teachers, parent and community engagement and awareness, and built infrastructures.

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Annex I – Detailed methodology

This evaluation study took a mixed-methods approach to provide solid and diverse data on the outcomes of the project. All data collected was analysed and triangulated to answer the following research questions:

CRITERIA	RESEARCH QUESTIONS	METHODS/TOOLS
RELEVANCE To which extent were the objectives of the project consistent with beneficiaries' requirements, country needs, global priorities and partners and donor's policies?	How relevant and adapted were the activities and the overall project design to improving the systemic challenges of ECE in Zanzibar?	Desk Review, Teachers Survey, FGDs, KIIs
	What steps, if any, were taken, during project design and throughout its implementation, to ensure the relevance of the project in the local context(s) and against potential challenges?	Desk Review, KIIs
	How relevant and adapted were the activities and the overall project design to the cultural context, former education standards of the teachers, available resources, and the capacity of project partners, such as the MoEVT?	Desk Review, Teachers Survey, FGDs, KIIs
	How is the project tied to other interventions in the (early childhood) education system and its policy environment in Zanzibar?	Desk Review, Teachers Survey, FGDs, KIIs
EFFICIENCY How economically were resources/inputs (funds, expertise, time, etc.) converted to results?	To what degree did the project take advantage of existing resources, capacities and infrastructure, including but not limited to those of the MoEVT, MECP-Z itself and teacher training institutions?	Desk Review, KIIs
	To what degree did the scope and/or length of project activities cater to the actual needs and capacities of the beneficiaries? Were the activities implemented with the right amount of time/scope?	Desk Review, Teachers Survey, School Obs., FGDs, KIIs
	To what extent were the project processes, procedures and structures in place capable of delivering project activities and targets in a timely fashion?	Desk Review, KIIs

<p>EFFECTIVENESS</p> <p>To which extent were the project's objectives achieved, or are expected to be achieved, taking into account their relative importance?</p>	<p>How effective and accountable were MECP-Z and other project partners (such as MoEVT and SUZA) staff in delivering the trainings/course to the teachers and in facilitating school cluster meetings?</p> <p>What are the key successes/challenges of the project in improving learning conditions and environment for ECE in Zanzibar? How appropriate were the alternative solutions/changes proposed and/or implemented to overcome the challenges faced?</p> <p>To what extent did the project provide the desired elements identified in the project ToC as leading to better quality education (e.g. improved teachers' capacity, conducive learning environments, support networks, etc)?</p>	<p>Teachers Survey, School Obs., FGDs, KIIs</p> <p>Desk Review, Teachers Survey, School Obs., FGDs, KIIs</p> <p>Teachers Survey, School Obs., FGDs, KIIs</p>
<p>EFFICIENCY</p> <p>How economically were resources/inputs (funds, expertise, time, etc.) converted to results?</p>	<p>How aware are target groups (i.e. national and local government, ISAs, teachers, communities, etc) of ECE?</p> <p>To what extent have the school and communities been enabled to continue operating independently in order to support and commit to quality education through the continuation of project activities?</p> <p>To what extent has the project attracted additional external support from other stakeholders and demand for investments in ECE by the MoEVT and pre-primary teachers?</p> <p>Which, if any, opportunities have been created for a future integration of project activities and outcomes into the ECE system in Zanzibar?</p>	<p>Teachers Survey, FGDs, KIIs</p> <p>Teachers Survey, FGDs, KIIs</p> <p>Desk Review, School Obs., Teachers Survey, KIIs</p> <p>Teachers Survey, KIIs</p>

Backed by a rigorous and scientifically sound sampling strategy for the quantitative survey with teachers (see the box below), the information gathered for this study is based on the following:

- **Desk review** of relevant literature and project reports, which resulted in the review of more than 125 documents.
- **Key informant interviews** (KIIs), with eight DEO representatives and eight selected Sheha, elected community representatives on sub-district level, as well as 17 additional actors relevant to the project or to ECE in Zanzibar on regional/national level. For a full list of interviewed actors, refer to Annex 2.
- **Focus group discussions** (FGDs) with head teachers of pre-primary schools (eight FGDs) as well as with parents

of children in pre-primary school and community members (twelve FGDs). The FGDs featured between four to eight participants, depending on location, and were conducted in all eight districts.

- **School observations** were conducted with an initial target of fifty schools across Zanzibar (unrepresentative sample), which were selected with a stratified approach based on the distribution of beneficiary schools across districts, while also considering an approximate 50/50 balance between governmental and non-governmental schools.
- **Teachers surveys** with an initial target of 453 interviewed teachers that were trained under Watoto Kwanza. The targeted teachers were selected from MECP-Z’s list of 896 trainees based on a stratified and so-called ‘traveling salesman’ approach (see the box below). To allow for more depth in the data collection and analysis (while still ensuring granular and representative findings), the actual target was split in two, namely into:
 - Teachers with 2 years long pre-service training (new pre-primary teachers) with a target of 145 teachers; and
 - Teachers with 6 months long in-service training (combining teachers from bridging courses and specialised courses) with a target of 308 teachers.

‘Traveling Salesman’ sampling approach

Given the dispersed population of trained teachers across Zanzibar, the research team sampled schools instead of individual teachers, and then went on to interview all participants present at the selected schools. The sampling consisted of selecting a school at random, with a probability proportional to the number of Watoto Kwanza participants present at the school. This allowed for a uniform probability of selection among participants, while maximizing the utility per school visited. However, considering the geographic and logistic challenges of a minimally clustered sample, the research team added a time-optimized random sampling approach to minimize the total time spent on the road for each district – this is called a ‘traveling salesman’ approach. To this end, this generated a large number of random samples of schools with participants in the project, while still preserving the aleatory uncertainty necessary for a random sample.

Despite the research challenges outlined in Section 1.2.2, all initial target numbers were reached or even significantly exceeded, resulting not only in in-depth qualitative data but also cementing the statistical validity of data from the teacher surveys. To further ensure the highest data quality possible, the research team conducted a very rigorous data cleaning process for the survey data. This resulted in a decrease of the surveys from 516 initially collected ones to 488 used for the final analysis. This number is clearly above the initial target of 453 surveys and even allows for highly valid comparisons between both islands (see Table below).

		Total number of trained teachers	Necessary sample size (confidence level of 95 %; confidence interval of 5 %)	Initial target number	Actually conducted surveys	Surveys used for analysis
	All teachers trained	896	296	453	516	488
Course type	Pre-service training	196	131	145	166	155
	In-service training	700	249	306	350	333
	Bridging course	398	(196)	174	189	180
	Specialised course	302	(170)	132	161	153
Location	Unguja	401	196	223	247	235
	Pemba	409	198	230	269	253

Annex 2 – List of key informants and workshop participants

#	INSTITUTION/ ORGANIZATION, LOCATION	ROLE	PARTICIPATED IN	
			KEY INFORMANT INTERVIEWS	STAKEHOLDER WORKSHOP
1	AKF (East Africa), Nairobi	Regional Education Advisor	•	
2	AKF (Tanzania), Dar-es-Salaam	Programme Manager - Education	•	•
3	AKF / Johnson & Johnson, Zanzibar	Brand Building Advisor		•
4	City University of New York, New York	PhD Candidate		•
5	Dubai Cares, Tunis	Country Programme Officer	•	•
6	GPE, Washington	Senior Education Specialist	•	
7	MECP-Z, Zanzibar	Academic Manager	•	•
8	MECP-Z, Zanzibar	Chair of Board	•	
9	MECP-Z, Zanzibar	Community Development Officer		•
10	MECP-Z, Zanzibar	M&E Officer		•
11	MECP-Z, Zanzibar	Programme Director	•	•
12	Milele Zanzibar Foundation, Dubai	Managing Director	•	
13	Milele Zanzibar Foundation, Zanzibar	Head of Programs		•
14	MoEVT, Department of Administration and Personnel, Zanzibar	Director	•	
15	MoEVT, Department of Pre-Primary and Primary Education, Zanzibar	Director		•
16	MoEVT, Department of Pre-Primary and Primary Education, Zanzibar	Officer	•	•

17	MoEVT, Department of Teacher Education, Zanzibar	Director	•	
18	MoEVT, Department of Teacher Education, Zanzibar	Head of In-Service Training	•	
19	MoEVT, Department of Teacher Education, Zanzibar	Head of National Teachers' Resource Centre	•	•
20	MoEVT, District Education Office, Pemba Chake Chake	District Education Officer	•	
21	MoEVT, District Education Office, Pemba Micheweni	District Education Officer	•	
22	MoEVT, District Education Office, Pemba Wete	District Education Officer	•	
23	MoEVT, District Education Office, Pemba Mkoani	District Education Officer	•	
24	MoEVT, District Education Office, Unguja Kaskazini A	District Education Officer	•	
25	MoEVT, District Education Office, Unguja Kaskazini B	Academic Educational Officer	•	
26	MoEVT, District Education Office, Unguja Kati	District Education Officer	•	
27	MoEVT, District Education Office, Unguja Magharibi A	District Education Officer	•	•
28	MoEVT, District Education Office, Unguja Magharibi B	District Education Officer		•
29	MoEVT, Pemba	Officer-In-Charge	•	
30	MoEVT, Zanzibar	Head of Media Centre		•
31	MoEVT, Zanzibar	Principal Secretary	•	
32	N/A, Pemba Chake Chake, Madungu	Sheha	•	

33	N/A, Pemba Micheweni, Wingwi	Sheha	•	
34	N/A, Pemba Mkoani, Makombeni	Sheha	•	
35	N/A, Pemba Wete, Bopwe	Sheha	•	
36	N/A, Unguja Kaskazini A, Nungwi	Sheha	•	
37	N/A, Unguja Kaskazini B, Mahonda	Sheha	•	
38	N/A, Unguja Kati, Dunga Kiembeni	Sheha	•	
39	N/A, Unguja Magharibi, Kiembe Samaki	Sheha	•	
40	SUZA, School of Education, Zanzibar	ECE Coordinator		•
41	SUZA, School of Education, Zanzibar	Head of ECE Department		•
42	SUZA, School of Education, Zanzibar	Lecturer	•	
43	UNICEF Tanzania, Zanzibar	Education Specialist Zanzibar	•	
44	Zanzibar Examination Council, Zanzibar	Director	•	
45	Zanzibar Institute for Education, Zanzibar	Curriculum officer	•	
46	Zanzibar Private School Association, Zanzibar	Coordinator	•	
47	Zanzibar Private School Association, Zanzibar	Representative		•
48	(Samuel Hall)	ECD Technical Expert	•	
#	INSTITUTION/ ORGANIZATION, LOCATION	ROLE	KEY INFORMANT INTERVIEWS	STAKEHOLDER WORKSHOP
			PARTICIPATED IN	

Annex 3 – Stakeholder workshop

As part of the evaluation study, Samuel Hall staff conducted a stakeholder presentation and participatory workshop in Zanzibar in May 2018. With logistical support by MECP-Z, the half-day event was conducted with a total of eighteen participants – such as MECP-Z and MoEVT staff but also representatives from SUZA and Milele Foundation, among others (see Annex 2) – and had the following two objectives:

- Presenting the findings of the Watoto Kwanza evaluation
- Discussing recommendations

The results of the discussions in the workshop were later utilized to further nuance and enhance the quality of the evaluation report, in particular the recommendation section. The following detail the key areas of discussion:

Overall assessment of Watoto Kwanza's performance:

- The positive findings of the evaluation were echoed and validated by the present stakeholders. The teacher trainings, the material development courses and the school cluster system in particular received praise and were considered to be the most noteworthy achievements of the project.
- Critical findings of the study, in particular concerns regarding the limited *sustainability* of nearly of all project parts, were discussed with more scrutiny. Differing definitions of *sustainability* were propped by MECP-Z and MoEVT officials, and implementors suggested further nuancing in the assessment of particular project parts, especially the material provision aspect and the community/parent engagement activities.
- It was agreed that many of the challenges and shortcomings of Watoto Kwanza are largely affected by external factors; however, stronger adaptations to those in future projects are mandatory.

Recommendations to improve long-lasting effect of Watoto Kwanza's outcomes:

- The stakeholder group collaboratively identified several aspects from Watoto Kwanza that are either worth learning from or worth to be continued – the most prominent aspects were: the developed training curricula, the material development course, the school cluster system and the strong PPP-collaboration between MECP-Z and the MoEVT.
- MECP-Z and the MoEVT are using the developed training curricula to support SUZA in the ECE diploma courses – further use of the curricula will be discussed between both.
- The school cluster system needs further form of support and monitoring, as concerns about the ability of the MoEVT and DEOs to supervise those were raised – however, making school clusters a mandatory part of the ECE system was discarded as an option, as this will only put more burden/pressure on schools and teachers.
- The future of the material development courses is unclear. Although MECP-Z will include them in other trainings (as they have in the past), as stronger role of those in general ECE trainings in Zanzibar was not discussed.

Recommendations to improve the overall ECE sector:

- The stakeholder group collaboratively compiled and discussed the major challenges of Zanzibar's current PPE provision and quality – apart from the to-be-revised ECE curriculum for children, general funding constraints and a prevailing lack of materials, the two most prominent categories of challenges identified were a) insufficient or inappropriate infrastructures and b) the training and employment of pre-primary teachers.
- Insufficient or inappropriate infrastructures need to be addressed urgently as they jeopardize many positive

trajectories of recent years. For this endeavour, the stakeholder workshop concluded that two important steps are a) the implementation of best-practice pilot projects with strong community involvement and b) a revision of mandatory standards for pre-schools, as those currently hinder the rapid development of schools due to many (unnecessary) requirements. The revision of standards should be discussed collaboratively with all ECE providers in Zanzibar.

- For the training and employment of pre-primary teachers the stakeholder workshop identified three primary areas for engagement: continuous professional development, mentoring and supportive supervision for teachers, and strengthening pre-service trainings. In particular, stakeholders focused on how to promote teacher motivation and continued learning to ensure the strongest provision of ECE in Zanzibar.

The points above only highlight the most prominent aspects of the discussion; the full discussion was taken into account by the Samuel team in the final revisions of the study report. That being said, the scientific findings from the research and contextual appropriateness of recommendations have been prioritized in deciding which feedback to incorporate and address.

Annex 4 - The overall performance of Watoto Kwanza

RELEVANCE	EFFICIENCY	EFFECTIVENESS	SUSTAINABILITY
OVERALL PERFORMANCE OF WATOTO KWANZA			
HIGH	MEDIUM - HIGH	MEDIUM - HIGH	LOW
<p>Virtually all activities under Watoto Kwanza have proven to be highly relevant in the Zanzibari context with its low-resource environment. Strong collaborations with the MoEVT have further ensured the relevance of Watoto Kwanza throughout its lifespan. However, activities relevant at the start of the project are no longer all so relevant at this point (e.g. pre-service teacher training).</p>	<p>Many activities under Watoto Kwanza built on existing resources and skill sets of MECP-Z and the MoEVT, which resulted in high efficiency. In contrast, the provision of materials as well as the parent and community engagement fall short in efficiency, as they either left other relevant needs aside or were tasks for other stakeholders.</p>	<p>With only the parent and community engagement being a mostly ineffective endeavour under Watoto Kwanza, all other activities were conducted with high effectiveness. This effectiveness is showcased in the high reliability of Watoto Kwanza staff and the overall outstanding quality of most interventions implemented.</p>	<p>Watoto Kwanza featured a variety of elements with large potential of long-lasting outcomes (e.g. school clusters and the material development course), while other elements fall behind in comparison. However, the major concern are the imminent threats to nearly all positive outcomes due to lack of (governmental) funds, infrastructure and planning. Although most concerns about the sustainability of Watoto Kwanza relate to external factors, IPs could have taken more steps to address and react to these factors.</p>

TRAINING AND PROFESSIONAL DEVELOPMENT OF TEACHERS			
HIGH	HIGH	HIGH	LOW
<p>Given the lack of trained teachers and limited capacity of existing ones, as of 2013/2014, the trainings have been highly relevant. Their relevance was further ensured by</p>	<p>Utilizing the existing strengths and infrastructures of MECP-Z and the MoEVT (including its DEOs, among other institutions) in developing curricula and implementing</p>	<p>Based on the strong collaboration and coordination between MECP-Z and the MoEVT, the various trainings were conducted in a highly effective fashion. While</p>	<p>While the trainings had positive effects reaching beyond the trained teachers themselves (e.g. untrained teachers mimicking trained ones), the sustainability of the trainings is threatened.</p>

the strong cooperation with the MoEVT and its various departments, as this increased not only the legitimacy of the trainings but also their contextual embeddedness.

NB: While trainings have been relevant in the past, the future relevance of training new teachers is less clear-cut due to the newly built pool of capable teachers.

the trainings on district level, made the trainings a highly efficient endeavour. Its efficiency and reliability towards the trained teachers is confirmed by high rates of satisfaction among teachers and other stakeholders, which confirms that the trainings catered to the actual needs of beneficiaries with the right scope.

trained teachers still see room for improvements (mostly of logistical nature), numerous stakeholders (including parents and community members) reported positive and effective outcomes at the school and classroom level.

With only a minority of trained teachers employed as such, the future of many trained teachers and, thus, the outcomes of Watoto Kwanza are currently undercut by a lack of employment opportunities (which does not mean there is no need for trained teachers).

CONDUCTIVE TEACHING AND LEARNING ENVIRONMENTS

HIGH

With 'lack of materials' and inappropriate learning environments as one of the major challenges of ECE in Zanzibar, these interventions were largely relevant. The material development course has proven its relevance, and the provision of materials was highly relevant as well, although it fell short in consistent delivery to schools across Zanzibar.

MEDIUM

Based on MECP-Z's longstanding experience in material development training, these trainings were conducted highly efficiently. The efficiency of other project elements under this part is not as high, given inconsistent provision of materials and the largely unsatisfied needs of basic infrastructure at many schools.

HIGH

MECP-Z was highly effective in delivering their material development courses. The provision of materials and the UNICEF collaboration were largely effective, as both highlight MECP-Z's capability to adapt or extend the project based on contextual changes and newly gained knowledge.

LOW

While the material development courses had positive effects that can be sustained by motivated teachers, the sustainability of the overall project element is threatened. Faced with a lack of schools, classrooms and basic infrastructure the positive outcomes of Watoto Kwanza might not hold up in the long-term.

SUPPORT SYSTEMS AND NETWORKS

HIGH

While 'lack of coordination' has been mentioned only sporadically in the past as a relevant challenge of the ECE sector in Zanzibar,

MEDIUM - HIGH

Again, the school cluster initiative was implemented and is operated highly efficiently, since existing structures (schools), staff

MEDIUM

The parent and community engagement activities seem not to have contributed to increased awareness, engagement or enrolment.

MEDIUM

While parent and community engagement activities as well as further steps to influence the broader landscape of

the implementation of the school cluster initiative has proven highly relevant, given its large success. While further efforts of Watoto Kwanza to strengthen support systems were not as successful, the general relevance of such activities is undoubtable – especially considering the highly dual nature of the sector (see Section 1.1.1).

(eg head teachers) and capacities were utilized. While DEOs were involved in parental engagement activities, these efforts were actually inefficient, as they were undertaken also without Watoto Kwanza’s support.

However, the school cluster initiative has proven to be largely effective and a major success of the overall project.

ECE actors in Zanzibar can hardly be assessed in their sustainability (due to their limited scope), the school clusters showcase very promising signs for long-lasting existence and relevance, given their largely independent nature and praise by many stakeholders.

RELEVANCE

EFFICIENCY

EFFECTIVENESS

SUSTAINABILITY



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