



# Improving learning and life skills for marginalized children

**October 2021**

Patrick Hannahan, Jenny Perlman Robinson, and Christina Kwauk

Scaling the Learner Guide  
Program in Tanzania



# Acknowledgements

The report was written by Patrick Hannahan, Jenny Perlman Robinson, and Christina Kwauk, with writing and research contributions from Molly Curtiss Wyss. We are grateful for the invaluable assistance from the team at the Brookings Institution's Center for Universal Education, particularly: Larry Cooley, Katie Portnoy, Maya Elliott, Brad Olsen, Esther Rosen, and Sara Coffey. Sincere thanks and appreciation also to our wonderful interns—Mehsum Basharat, Grayson Clapp, Alan Mozaffari, Carla Solis Uehara, Sam Weiss, and Elizabeth Willis—and to students of the Columbia School of International and Public Affairs—Yizhu Yuan and Haejo Kang—for their contributions.

Our deepest gratitude to our Real-time Scaling Lab partners and colleagues in Tanzania, who graciously allowed us to learn alongside them and who inspired us with their commitment to ensuring marginalized students in Tanzania have access to a quality education. In particular, heartfelt thanks to Barbara Chilangwa, Anna Sawaki, Sandra Spence, Lydia Wilbard, Juliana Bwire, and to all the members of the Real-time Scaling Lab (see Annex II). We are also thankful to a wide range of additional colleagues who generously shared their knowledge and feedback on the research and the Real-time Scaling Lab process over the past several years.

We appreciate the continued guidance and support from two cohorts of the Millions Learning Advisory Group, the first chaired by the Honorable Julia Gillard—27th prime minister of Australia, chair of the Board of the Global Partnership for Education, and distinguished fellow at the Center for Universal Education at the Brookings Institution—and the second chaired by Jaime Saavedra—global director of the Education Practice at the World Bank Group and former Minister of Education of Peru. Please see Annex III for the full list of advisors.

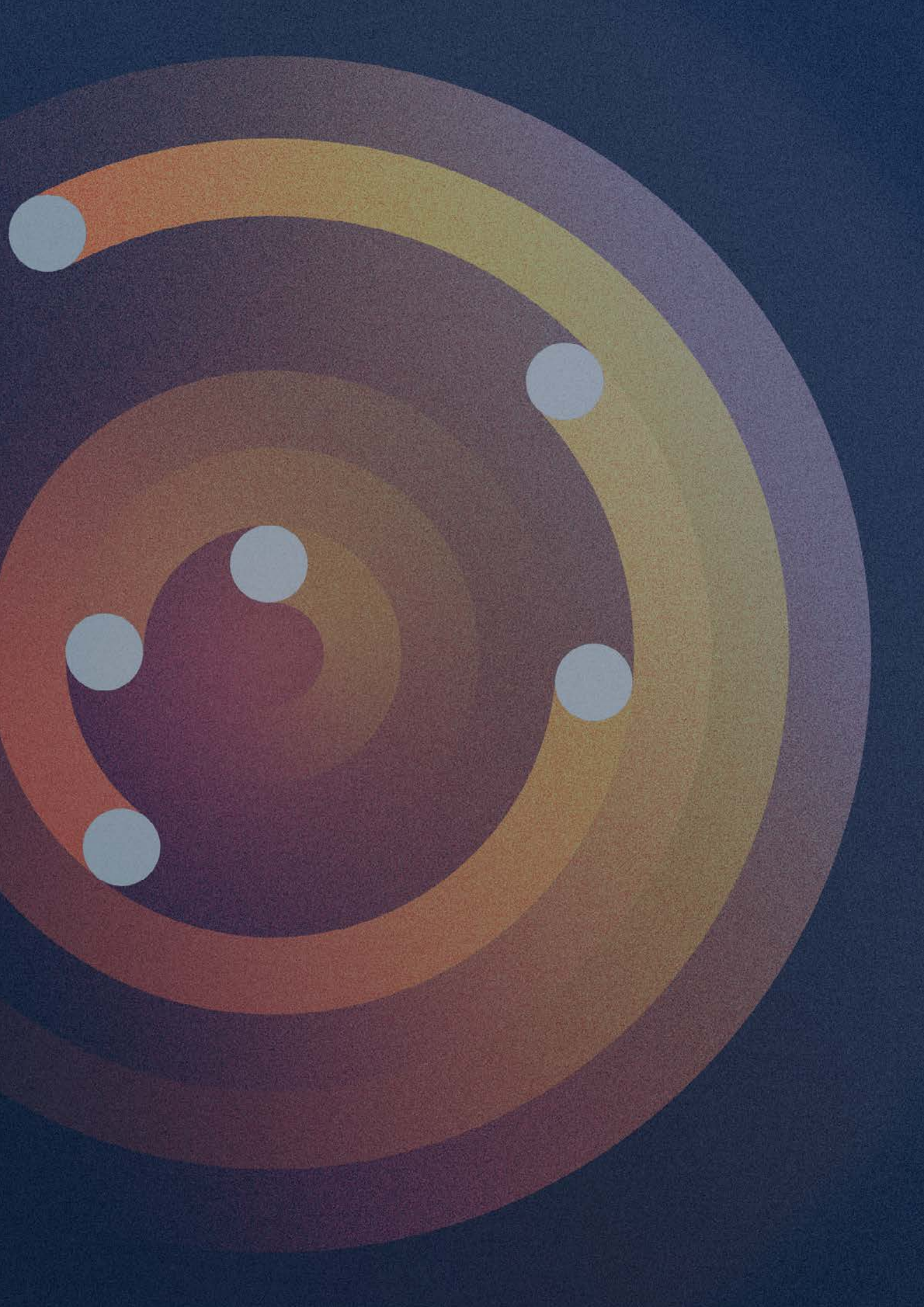
Lastly, we wish to extend thanks to our peer reviewers Larry Cooley, Utibe Henshaw, and Maysa Jalbout—and to our designer, Blossom.it. Special thanks to those who reviewed draft reports: Barbara Chilangwa, Anna Sawaki, Sandra Spence, and Lydia Wilbard, and to Dr. Christine Harris van Keuren and Lauren Burgess for their invaluable support and guidance in the development of the costed scaling plan.

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Brookings gratefully acknowledges the support for the Tanzania Real-time Scaling Lab provided by ELMA Foundation (UK), through the Campaign for Female Education (CAMFED), Inc. The team also gratefully acknowledges support for the Real-time Scaling Lab project from the BHP Foundation, Bernard van Leer Foundation, Jacobs Foundation, the International Development Research Centre, Canada through the Foundation for Information Technology Education and Development (FIT-ED), and the International Rescue Committee.

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# Acronyms

<b>BAKITA</b>	Baraza la Kiswahili la Taifa
<b>CAMFED</b>	Campaign for Female Education
<b>CDC</b>	Community Development Committee
<b>CDO</b>	Community Development Officer
<b>DfID</b>	U.K. Department for International Development
<b>FCDO</b>	U.K. Foreign, Commonwealth and Development Office
<b>GBV</b>	Gender-Based Violence
<b>GEC</b>	Girls' Education Challenge
<b>GEC-SCW</b>	Girls' Education Challenge – Step-Change Window
<b>GEC-T</b>	Girls' Education Challenge – Transition Window
<b>GPE</b>	Global Partnership for Education
<b>MBW</b>	My Better World
<b>MoEST</b>	Ministry of Education, Science, and Technology
<b>MoFP</b>	Ministry of Finance and Planning
<b>MoHCDGEC</b>	Ministry of Health, Community Development, Gender, Elderly, and Children
<b>MoU</b>	Memorandum of Understanding
<b>NAC</b>	National Advisory Council
<b>NECTA</b>	National Examination Council of Tanzania
<b>PMO-LYED</b>	Prime Minister's Office, Labour, Youth, Employment, and Persons with Disability
<b>PO-RALG</b>	President's Office of Regional Administration and Local Government
<b>PSG</b>	Parent Support Group
<b>R&amp;D</b>	Research and Development
<b>REAL</b>	Research for Equitable Access and Learning
<b>RTSL</b>	Real-time Scaling Lab
<b>SEQUIP</b>	Secondary Education Quality Improvement Program
<b>TENMET</b>	Tanzania Education Network/Mtandao wa Elimu Tanzania
<b>TIE</b>	Tanzania Institute of Education



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# Executive summary

Even before COVID-19 shuttered schools around the world, rapidly expanding access to high-quality learning opportunities for all children was critically needed. The pandemic has only exacerbated the magnitude, inequity, and urgency of this need. While many innovations exist—often emerging outside the formal education system—the question has increasingly become how to scale and sustain those that are most effective at improving learning for all.

In response, the Center for Universal Education (CUE) at Brookings has been investigating efforts to scale and sustain evidence-based initiatives leading to large-scale improvements in children’s learning. CUE is implementing a series of Real-time Scaling Labs (RTSL), in partnership with local institutions in several countries, to generate evidence and provide practical recommendations around the process of scaling in global education—encouraging a stronger link between research and practice.<sup>a</sup>

This report focuses on one of the scaling labs launched in Tanzania in 2018 in collaboration with the Campaign for Female Education (CAMFED). It examines the process of implementing, adapting, and scaling the Learner

Guide Program, which delivers life skills and mentorship provided by local female secondary school graduates (Learner Guides) to secondary school students as part of an 18-month volunteer program, in collaboration with the Ministry of Education, Science, and Technology (MoEST) and the President’s Office, Regional Administration and Local Government (PO-RALG).

The Learner Guide Program finds itself at a critical inflection point after eight years of ongoing adaptation, learning, and expansion. It can remain an effective NGO-led program—working in collaboration with government and community stakeholders—or it can transition to a government-led initiative—embedding in the national education system with the opportunity to impact many more lives. The Learner Guide Program’s scaling journey in Tanzania to date offers valuable lessons to support further expansion of its impact and reach. At the same time, the Learner Guide Program serves as a case study for the education community into larger questions of how an evidence-based initiative can achieve progress toward national sustainable scale, with insights that are transferable beyond Tanzania.

a. For more information, see: <https://www.brookings.edu/product/millions-learning/>.



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## Learner Guide Program: Improving education outcomes and supporting young women's transition to the workforce

Established in 2005, CAMFED Tanzania has worked in partnership with local communities and government to co-create locally sustainable solutions to address barriers to girls' education, supporting more than 88,000 marginalized girls to attend primary school and 54,000 girls to attend secondary school.<sup>1</sup> Central to these efforts has been the Learner Guide Program, designed to improve education outcomes among marginalized children while simultaneously opening pathways for young women to transition from school to the workforce. The program organically emerged in response to challenges girls faced on their journey through school, alongside a growing and empowered network of young women who graduated with CAMFED's support and were eager to pass the benefits of their education to their communities.

Learner Guides are recent female secondary-school graduates who volunteer in their communities for several hours per week to provide life skills facilitation, one-on-one mentorship, and links to social services, which in turn improve girls' and boys' attendance and performance in

school. In return for their service, these young women receive skills training, interest-free loans to start small-scale enterprises, and an internationally recognized Business and Technology Education Council (BTEC) qualification, which serve as a stepping stone to formal teacher training and employment. These incentives are coupled with the increased respect, leadership, and social standing the Learner Guides receive in their communities.

The Learner Guide Program has effectively traversed three phases of scaling to date—pilot, adaptation, and expansion. Throughout these phases, independent evaluations have averred significant and positive impact in schools where Learner Guides are operational, including improvements in students' learning, girls' retention in school, and young women's livelihoods. The program is now on the threshold of its fourth, most critical phase of transition to national scale. Lessons from the previous phases can inform efforts to further expand the program's reach and impact to many more disadvantaged children.



My Better World study session with Rashid, Rehema, and Samira. Bagamoyo, Tanzania.  
Photo credit: Eliza Powell.



## Learner Guide Program's scaling journey: Opportunities and trade-offs in expanding a holistic approach

The Learner Guide Program in Tanzania is an example of an education innovation that emerged organically from outside the formal education system but has increasingly scaled its impact over time by becoming further embedded within it. While always rooted in strong community partnership, the program has intentionally deepened its engagement with the government over the past eight years toward CAMFED's ultimate goal of reaching 1 million girls in Tanzania—and 5 million girls across five African countries—with improved learning outcomes through national adoption and delivery by 2025.<sup>2</sup>

Many factors have contributed to the Learner Guide Program's expansion to date. The Learner Guide Program's approach to addressing local needs—and the root causes of challenges faced—has fostered strong community buy-in and support for the initiative. Its holistic response to young people's needs, cutting across multiple sectors, has enabled the program to diversify partners supporting the initiative and reduce reliance on a single champion.

Additionally, over its scaling journey, CAMFED and partners have continuously revisited and refined the Learner Guide model, based on rigorous research, evolving landscapes, and—perhaps most importantly—feedback from Learner Guides, students, and teachers. This flexibility to

adapt the program, while simultaneously identifying core elements to hold constant, has also been central to scaling efforts. Further, data and research have played an instrumental role in demonstrating the program's impact and feasibility to scale. While funding has been critical to the expansion of the Learner Guide Program to date, just as important are how those resources have been structured. Going forward, costing projections undertaken with RTSL members are helping to lay the groundwork for understanding what the Learner Guide Program will cost at scale and identifying where and how the program—or elements of it—can transition from external financing to increasingly becoming part of the existing government budget.

Finally, the scaling story of the Learner Guide Program illustrates the tensions between designing for impact and delivering at large scale. For example, the multisectoral nature of the program has contributed to its effectiveness but also has added complexities to scaling efforts. Similarly, the Learner Guide's journey to date has underscored both the opportunities and challenges that come with scaling a volunteer-led delivery model, strongly rooted in local communities. This will continue to be a point of consideration for CAMFED and partners in the future as the Learner Guide Program is further scaled and integrated into existing systems.

## Lessons learned and recommendations to strengthen the Learner Guide Program's expansion and inform future scaling efforts

The Learner Guide Program's scaling journey to date has revealed lessons and associated recommendations centered around three key themes, which will continue to play a critical role in future scaling efforts. These lessons and recommendations can help CAMFED and the Tanzanian government formulate plans to further expand the impact

of the Learner Guide Program, but they also include transferable lessons relevant for a broad spectrum of stakeholders involved in designing, implementing, researching, or otherwise supporting the scaling of an evidence-based education intervention. These lessons and recommendations are further detailed in the full report.





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## Embedding the Learner Guide Program into the formal education system

- ***Focus on how the program contributes to government policies and priorities:*** The Learner Guide Program addresses several educational, economic, and equity concerns in Tanzania with clear opportunities to directly support the government in achieving its goals. Moving forward, it will be essential to ensure scaling strategies center around how the Learner Guide Program contributes to the achievement of these government priorities, while ensuring fundamental elements of the program are not lost.
- ***Plan for the evolving roles of government and innovators:*** During a scaling process—especially one transitioning from NGO-led to government-led—roles and responsibilities necessarily shift over time, with certain activities that the innovators such as CAMFED took on at the pilot stages transitioning gradually to the purview of those delivering at large scale. This will require a two-pronged effort: 1) sharing practical knowledge for implementation and engaging in open and creative discussions about adaptation for delivering at scale and 2) identifying where ongoing external partnership is required—including what specific role(s) CAMFED can continue to provide.
- ***Utilize financial and non-financial local incentives:*** Core to the Learner Guide Program's effectiveness is relying on young female volunteers to deliver the life skills program. However, maintaining this element of the intervention is also potentially its biggest scaling challenge. Experiences with other volunteer-based initiatives that successfully scaled offer instructive lessons to guide future expansion of the program, including the importance of incentives to motivate and sustain quality efforts. Not only must incentives be desirable, but they must also be affordable at scale, leveraging existing financial and non-financial opportunities.
- ***Support an inter-ministerial coordinating structure with sufficient knowledge and authority:*** Scaling through gradual handover to government requires a coordinating structure to make decisions, harmonize efforts, and ensure the work of scaling moves forward—particularly for an initiative like the Learner Guide Program that cuts across various ministries and is beyond the mandate of any single department. In particular, a working group could facilitate the integration of specific components of the Learner Guide Program into relevant ministries, while ensuring there is alignment across ministry priorities and that necessary resources and support are available.



## Securing flexible and long-term financing for Learner Guide implementation

- ***Engage directly with government budget processes and timelines:*** While long-term government financing is often needed to support the sustainable scaling of education initiatives, implementers like CAMFED frequently face challenges in understanding how government budgets are set. Clear and practical information on budgetary processes and timelines are needed in order to mobilize long-term resources for sustainable scale.
- ***Build upon costed scaling analysis to guide strategic decisionmaking:*** Cost data and analysis are critical for making decisions about scaling, including to make the case for investment to government stakeholders, plan for scale, and explore opportunities for cost efficiencies and adaptations to lower costs. The Learner Guide Program's costed scaling plan identified the program's primary cost drivers and actionable next steps to experiment with joint government implementation in new districts. This next phase of scaling will provide an opportunity to understand how costs might change as some elements of program implementation are transferred to government, the program is introduced in new parts of the country, and/or if program costs might be reduced while maintaining quality impact.



## Implementing a continuous learning process in support of the Learner Guide Program's expansion

- ***Continue to test adaptations to the model as it scales and use iterative feedback loops to analyze the impact of adaptations:*** An important lesson from the Learner Guide Program to date is the need for flexibility and adaptability among all partners to respond to a rapidly changing environment. Moving forward, adaptations made should be systematically planned, monitored, and well documented to ensure they strengthen program impact, inform further refinements, and capture learning so it is not lost.
- ***Adapt and apply a collaborative learning approach to support education systems change:*** The Tanzania RTSL helped plant a seed that CAMFED, the government, and other key stakeholders can nurture in the coming years—engaging diverse stakeholders in systematic, data-driven reflection to inform ongoing adaptation and learning. Looking ahead, CAMFED, the government, and other scaling lab members should develop concrete plans for advancing the most effective elements of the RTSL and identifying additional adjustments needed—particularly as they enter this next phase of scaling and confront inevitable trade-offs between quality, equity, and scalability.



# Introduction



The scaling story of the Learner Guide Program in Tanzania is an example of an education innovation that emerged organically from outside the formal education system. Over time, it has increasingly scaled its impact to a larger number of students and communities by embedding the approach within the formal system. Through its expansion, it also transforms the very system by addressing the driving forces of inequity.

But what does it mean for a government to adopt a program developed and implemented by an NGO? What institutional capacities need to be strengthened and what existing structures can be leveraged? How and from where can sustainable financing be secured? And what are

the evolving roles of the many partners involved throughout the process?

Examining the process of expanding and deepening the impact of the Learner Guide Program in Tanzania offers an in-depth exploration into these and other related questions. It provides an opportunity to investigate how the core elements of an initiative developed outside of government can be integrated into existing government systems to support its education goals. Since the Learner Guide Program's scaling journey is far from complete, this report aims to capture and share the complexity of efforts required to enact and sustain a lasting change across a country, and the years ahead will continue to surface valuable insights in Tanzania and globally (Box 1).

## Purpose and audience

Millions Learning, a project of CUE at the Brookings Institution, explores how to address global education challenges by scaling and sustaining effective initiatives leading to improved system-wide approaches. In the second phase of the project (2018-2023), CUE is implementing a series of RTSLs, in partnership with local institutions in several countries, to generate evidence and provide practical recommendations around the process of scaling in global education—encouraging a stronger link between research and practice.

CUE launched an RTSL in Tanzania in 2018 in partnership with CAMFED focused on exploring ways to integrate the Learner Guide Program – or core elements of it – into the government system. This report details the process of implementing, adapting, scaling, and sustaining the Learner Guide Program as a window into

the process of scaling and systems change. The purposes of this report are to:

- Capture key insights and lessons learned from the scaling journey of the Learner Guide Program in Tanzania;
- Provide recommendations for expanding and sustaining the impact of the Learner Guide Program—and education initiatives more generally—thereby strengthening the education ecosystem in Tanzania; and
- Share reflections on and recommendations for collaborative learning approaches in support of scaling for education actors in Tanzania, the East African region, and globally—drawing learning from the experience of CAMFED and the RTSL.

The report is intended to inform education stakeholders in Tanzania, both actors involved in the Learner Guide Program and more broadly those working to implement and scale approaches that strengthen quality education, promote women's empowerment, and build life skills among youth from marginalized communities. While focused specifically on the Learner Guide Program, the report also aims to provide insights and transferable lessons from the Tanzanian case to the global education community through an example of scaling a volunteer-led program that originated outside government but has long-term aims of government ownership, and through the example of a participatory, continuous learning approach to support scaling and systems change.

Section one of the report provides an overview of the RTSL and education ecosystem in Tanzania and the key actors and initiatives engaged with Learner Guide Program. Section two details the story of implementing, adapting, and expanding the Learner Guide Program in Tanzania to date—exploring critical factors, opportunities, and challenges related to its design, delivery, financing, and enabling environment. Section three offers lessons and targeted recommendations organized around three key themes that emerged as critical to strengthening the Learner Guide Program's ongoing expansion, as well as to inform scaling efforts in education in Tanzania and beyond. These three themes are: 1) embedding the Learner Guide Program into the formal education system; 2) securing flexible and long-term financing; and 3) implementing a continuous learning process.

### **Box 1.** What is “scaling?”

Scaling refers to a range of approaches—from deliberate replication to organic diffusion to integration into national systems—that expand and deepen impact leading to lasting improvements in people's lives. This conceptualization of scale implicitly takes a systems approach, whereby the focus is not on growing an individual project but on enacting and managing a sustainable change in the broader system.

In the case of the Learner Guide Program, multiple scaling approaches are pursued: 1) expansion to reach all secondary schools in Tanzania with quality impact; 2) integration and sustaining of the Learner Guide Program delivery into the education system at national, regional, and district levels; and 3) collaboration with related initiatives to align and streamline approaches that promote life skills and empower marginalized communities, with a focus on young women.



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## What is a Real-time Scaling Lab?

An RTSL is a participatory, action research approach to explore scaling impact in education, developed by CUE in collaboration with local institutions around the world. The RTSL is not a physical space but a process to collaboratively document, learn from, and support ongoing efforts to scale and sustain the impact of an initiative in a timely and ongoing manner. An RTSL combines ongoing documentation and analysis of the scaling journey with in-person and virtual convenings and workshops that bring together a diverse group of key stakeholders to collectively plan for sustainable scale, discuss and reflect on challenges and opportunities, and develop and test adaptations and course corrections to scaling strategies through an iterative learning process. The lab offers concrete opportunities for peer learning and exchange while also generating knowledge on the “how” of scaling impact.

Through the RTSLs, CUE seeks to address the following two primary research questions:

1. How do key “drivers,”<sup>b</sup> factors, and forces facilitate the scaling process and how are key constraints addressed, mitigated, or overcome?
2. How can the link between gathering evidence around scaling and putting this knowledge into practice be strengthened?

To answer these questions, CUE is utilizing a comparative case study approach, with each RTSL serving as an individual case and each using a shared approach to data collection, analysis, and reporting. See Annex I for an overview of the methodology.

There are other RTSLs in Botswana, Côte d’Ivoire, Jordan (there are two), and the Philippines (Figure 1). Although each lab focuses on learning from, documenting, and supporting the scaling of an individual initiative, the broader cohort of RTSLs also forms its own learning community, with each initiative serving as an entry point to learn about enacting and sustaining a change in the broader education system. Despite contextual differences and foci of each lab, similar scaling-related challenges exist across the labs, and this cross-national collection of RTSLs offers much needed opportunities for peer-to-peer learning and exchanges. CUE is publishing a series of RTSL reports over the next two years (the first Côte d’Ivoire report was published in October 2021), with some broad lessons applicable across cases. Details of the criteria used for RTSL selection are included in Annex I.

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b. CUE defines scaling drivers as core ingredients or key levers that contribute to and advance the process of scaling and sustaining an education initiative. The importance and role of various scaling drivers depend on the context and the initiative. These 14 core drivers were initially developed through a research study of 14 in-depth case studies of scaling in education, and further tested in the RTSLs. Their importance is frequently reinforced from evidence in the broader scaling literature. See: Jenny Perlman Robinson and Rebecca Winthrop with Eileen McGivney, “Millions Learning: Scaling Up Quality Education in Developing Countries” (Washington, D.C.: Brookings Institution, 2016).




A Learner Guide in Manyoni district facilitating classroom discussion in Tanzania.  
Photo credit: Anna Sawaki, CAMFED Program Manager-Development and Scaling Lab Researcher.



# Figure 1. Cohort of Real-time Scaling Labs

## Botswana

<b>Local Partner</b> Young Love	<b>Initiative</b> Teaching at the Right Level (TaRL)
<b>Focus</b> Targeted instruction approach to literacy and numeracy implemented in grades 3-5 in primary schools in collaboration with Ministry of Basic Education	
<b>Place in scaling journey</b> Ongoing expansion in partnership with government	<b>Level of education</b> Primary school 


## Jordan

<b>Local Partner</b> International Rescue Committee	<b>Initiative</b> Ahlan Simsim
<b>Focus</b> Early childhood development intervention (including early learning and nurturing care) targeting children and caregivers affected by conflict and crisis in Iraq, Jordan, Lebanon, and Syria, through a combination of direct services and mass media in collaboration with Sesame Workshop	
<b>Place in scaling journey</b> Adapting to new context and new partnerships	<b>Level of education</b> Early childhood development 

## Côte d'Ivoire

<b>Local Partner</b> Transforming Education in Cocoa Communities (TRECC)	<b>Initiative</b> Teaching at the Right Level or Programme d'Enseignement Ciblé (PEC)
<b>Focus</b> Remedial education through targeted instruction for literacy and numeracy in grades 3-6 delivered in primary schools and bridging classes by the Ministry of National Education and Literacy	
<b>Place in scaling journey</b> Ongoing expansion and integration into government	<b>Level of education</b> Primary school 


## Tanzania

<b>Local Partner</b> CAMFED	<b>Initiative</b> Learner Guides
<b>Focus</b> Life skills curriculum delivered by female secondary school graduates to secondary students as part of 18-month volunteer program with focus on transition to higher education and workforce, in collaboration with Ministry of Education, Science, and Technology and President's Office of Regional Administration and Local Government	
<b>Place in scaling journey</b> Ongoing expansion in partnership with government	<b>Level of education</b> Secondary school and transition to workforce 

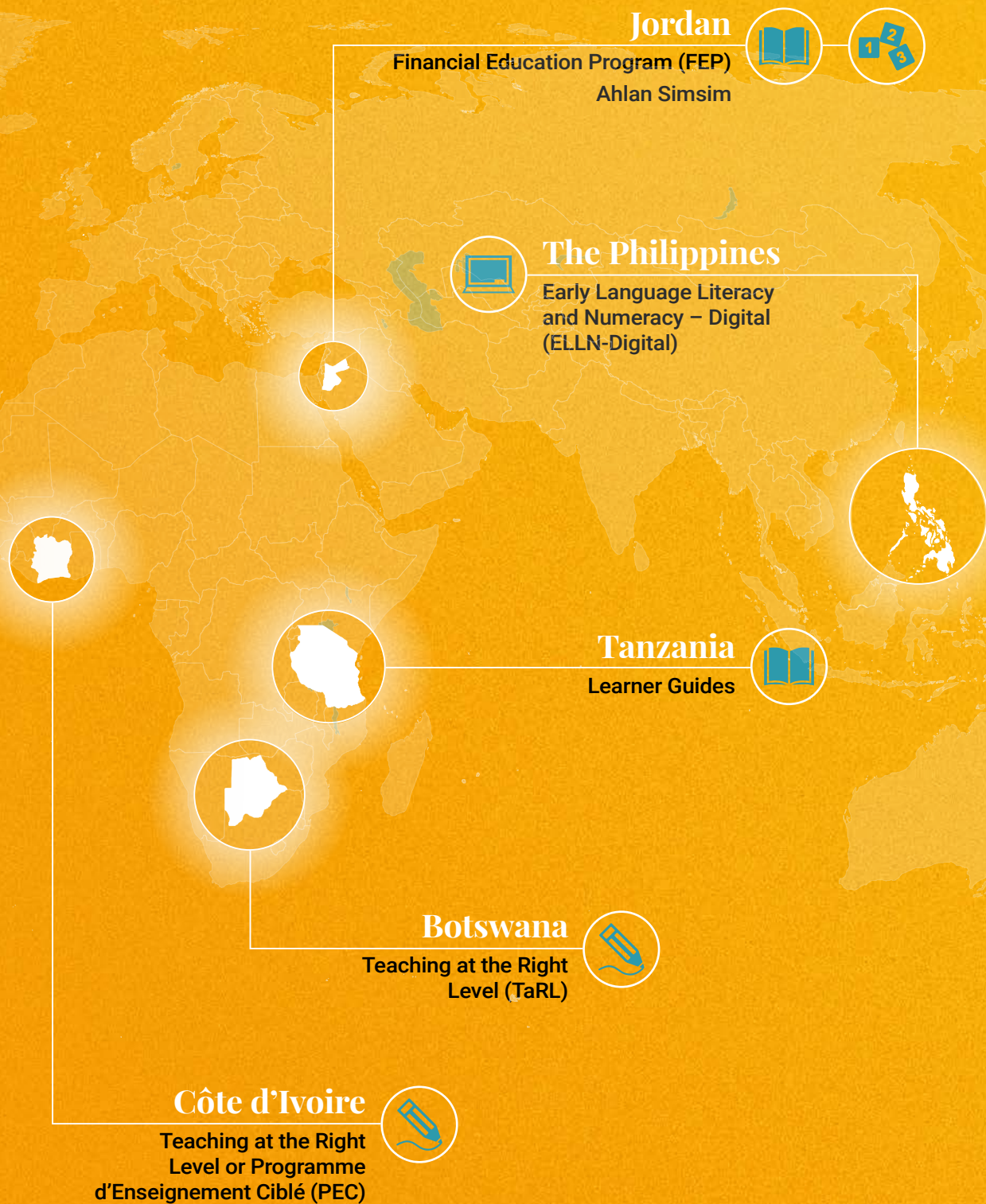
## Jordan

<b>Local Partner</b> INJAZ	<b>Initiative</b> Financial Education Program (FEP)
<b>Focus</b> Financial literacy course implemented in grades 7-12 in all secondary schools, led by Ministry of Education and Central Bank of Jordan	
<b>Place in scaling journey</b> At national scale, focusing on sustainable impact	<b>Level of education</b> Secondary school 

## The Philippines

<b>Local Partner</b> Teacher Professional Development @Scale Coalition, Foundation for Information Technology, Education, and Development (FIT-ED)	<b>Initiative</b> Early Language Literacy and Numeracy – Digital (ELLN-Digital)
<b>Focus</b> Blended teacher professional development model for K-3 teachers implemented in public schools, led by Department of Education	
<b>Place in scaling journey</b> Phased rollout by government	<b>Level of education</b> Teacher professional development 







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## Real-time Scaling Lab in Tanzania

The impetus for the RTSL in Tanzania was to investigate how the Learner Guide program can expand, deepen, and sustain its impact, including how the program—or core elements of it—might be integrated within existing government structures and systems. A key aspect of this exploration is to understand how CAMFED might continue to play a supporting role as the government gradually assumes an increased level of ownership.

Designing and establishing the RTSL in Tanzania was a collaborative process informed by an analysis of the education landscape and mapping of relevant stakeholders, experiences with implementing other collaborative learning approaches around the world, and consultations with key stakeholders. The RTSL is led by a scaling lab manager, supported by a scaling lab researcher, and comprised of approximately 30 individuals representing government, implementing organizations, funders, representatives from schools, Learner Guides, civil society organizations, and the Teacher's Service Commission. See Annex II for the list of scaling lab members. Launched in June 2019 in

Morogoro, the lab process consists of periodic convenings with these diverse stakeholders to identify and explore questions related to the Learner Guide scaling process, reflect on experiences to date and review relevant data and information, and strategically plan for further expansion of the program.

While the RTSL is centered around the scaling process of a particular initiative, such as the Learner Guide Program, the intention has always been that the lab should reach beyond just expanding a single program. By focusing on the case of a specific initiative but with a view toward broader systemic change, the lab offers stakeholders an opportunity to learn more deeply about the scaling process and strengthen institutional and adaptive capacity, which can be applied beyond the initiative itself. CUE provided support throughout the lab process through documenting and analyzing the scaling process and lessons learned, conducting relevant research, facilitating opportunities for learning and exchange with other RTSLs, and bringing in relevant scaling expertise, tools, and resources (Figure 2).



Learner Guides with Mr. Benjamini Oganga, former Assistant Director for Secondary Education-PO-RALG, during scaling lab visit to Lipuli secondary in Iringa region in November 2020. Photo Credit: Anna Sawaki.

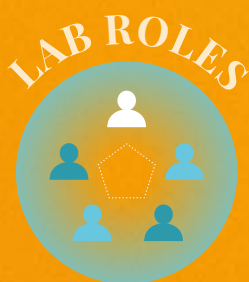
## Figure 2. Tanzania Real-time Scaling Lab at-a-glance: Learner Guide Program



Life skills curriculum and counselling delivered by female secondary school graduates (Learner Guides) to secondary school students as part of 18-month volunteer program, in collaboration with MoEST and PO-RALG; focus on dropout reduction for marginalized girls, transition of Learner Guides to higher education and employment



Institutionalize and sustain delivery of the Learner Guide Program within the existing national education system

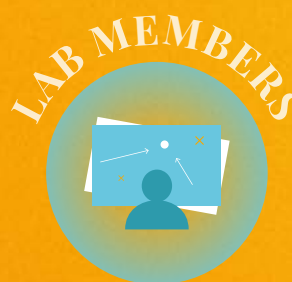


Scaling Lab Manager: Leads RTSL, facilitating convenings and guiding scaling discussions

Campaign for Female Education (CAMFED), the local partner: Officially hosts RTSL, provides financial support to RTSL, contributes to design and implementation of lab

Scaling Lab Researcher: Documents Learner Guide scaling process and RTSL adaptive learning approach

CUE: Collects, analyzes, and documents scaling process and lessons learned and provides capacity strengthening and peer learning opportunities



Representatives from:

- MoEST across various departments at central, regional, and district levels
- PO-RALG
- Prime Minister's Office – Labour, Youth, Employment, and Persons with Disability (PMO-LYED)
- CAMFED
- Learner Guides
- National Council for Technical Education (NACTE)
- Tanzania Education Network / Mtandao wa Elimu Tanzania (TEN/MET)
- Tanzania Institute of Adult Education
- Tanzania Institute of Education (TIE)
- Vocational Education and Training Authority (VETA)
- *Full list of members included in Annex II*



# Background



## Education ecosystem in Tanzania

Over the last two decades, education access in Tanzania improved after a series of policy reforms that abolished school fees at the primary (2002) and secondary (2015) levels. Net primary school enrollment made dramatic improvements from 49.9 percent in 1999 to 99.1 percent in 2008,<sup>3</sup> and although not as dramatic, net secondary school enrollment also steadily increased from 23.9 percent in 2016 to 28.9 percent in 2019.<sup>4</sup> Lagging, however, have been gains in learning outcomes. While there has been progress in pass rates, in 2017 only 7 percent of standard two (grade two) students in Tanzania could perform basic mathematics tasks at their expected level, and only 5 percent could perform basic reading comprehension tasks.<sup>5</sup> In terms of life skills, a 2017 study found no standard two students sampled demonstrated high levels of life skills in all three categories of problem-solving, self-control, and academic grit.<sup>6</sup>

Similarly, while there have been successes in improving gender equality in education,<sup>c</sup> challenges have also arisen. The gender parity index—which measures the ratio between girls' and boys' enrollment—has actually flipped in favor of girls (in 2009 for the primary level and in 2016 for the secondary level).<sup>7,d</sup> Yet national averages

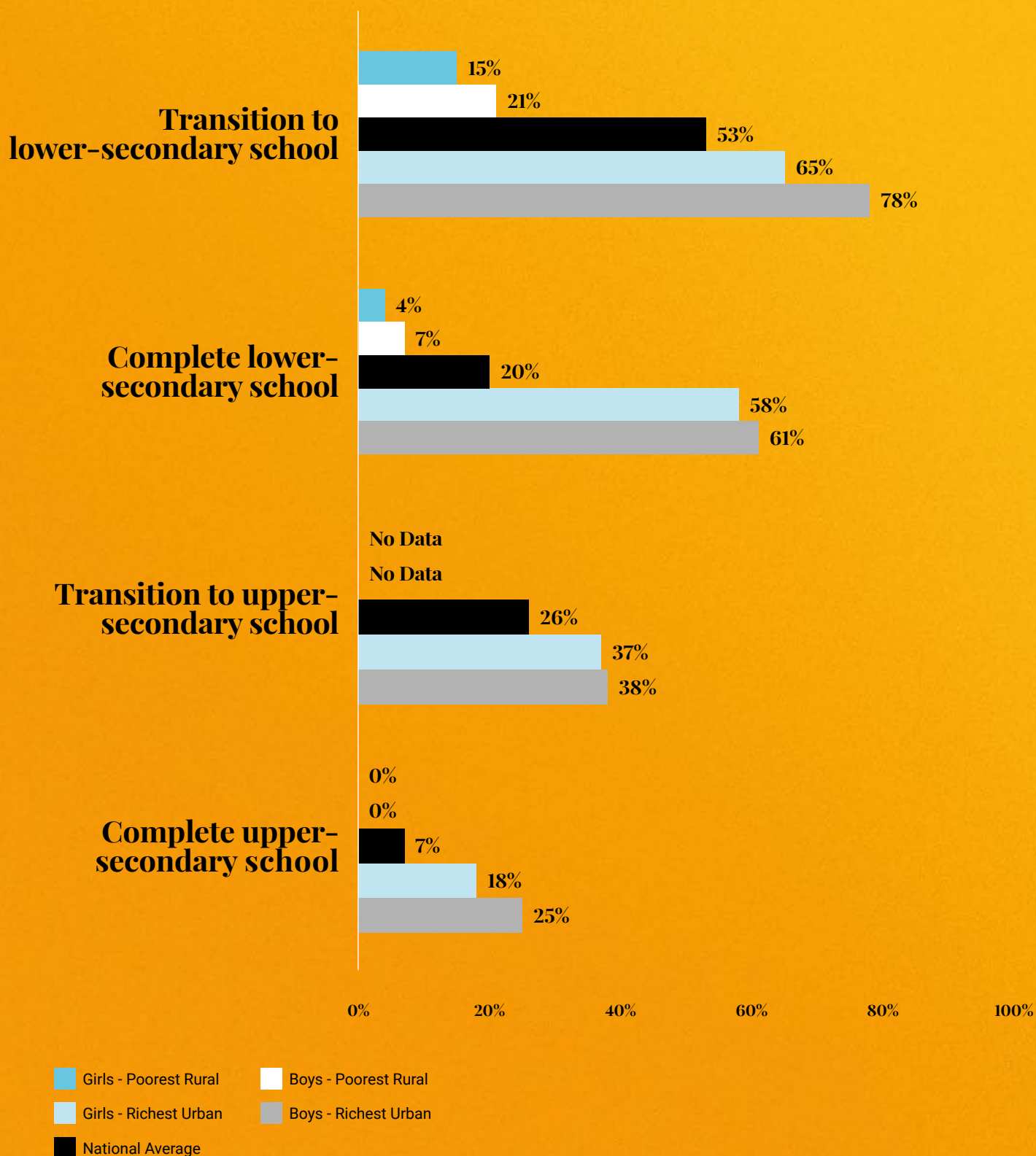
obscure the full story, masking the fact that adolescent girls from poor and rural households are most likely to be left out. This is clear when key measures for access and inclusion (such as school retention and completion) for marginalized girls are compared with those for boys from poor and rural households and especially when compared to their peers from rich, urban households). See Figure 3.

Driving adolescent girls' educational marginalization in Tanzania is a complex set of push and pull factors, such as early pregnancy and child marriage, gender-based violence (GBV), a lack of qualified teachers and female role models, and large class sizes. Together, these factors not only function to prematurely end adolescent girls' educational journeys, but also fail to prepare young women to gain important post-school and job-related skills, experiences, and social networks. This in turn affects opportunities for employment or self-employment, leading to continued social and economic marginalization. Set within this context, the CAMFED Learner Guide Program attempts to address how this learning ecosystem can recognize and serve the needs of the most marginalized.

c. The most recent available data (2019) shows the gender parity index is 1.02 for primary school and 1.08 for secondary. This is not to overlook the fact, however, that nearly 1.5 million children of primary-school age were out of school in 2019, and this does not take into account students of secondary-school age, for whom the most recent data available (2016) reports more than 5 million to be out of school (see: "Out-of-school children, adolescents and youth (number)," UNESCO Institute of Statistics, accessed 8 September 2021, <http://data.uis.unesco.org/>). Boys and girls are not left out of school at equal rates. In 2017 (the most recent data available), 42 percent of lower-secondary school-aged girls were out of school compared to 34 percent of boys, and 80 percent of upper-secondary school-aged girls were out of school, compared to 71 percent of boys. (See: "Access and Completion," World Inequality Database on Education, accessed 8 September 2021, <https://unesco-wide-production.herokuapp.com/countries/u-r-tanzania/#?dimension=sex&group=all&year=latest>).

d. A score of 1 is gender parity (girls and boys are enrolled 1:1). A score lower than 1 is in favor of boys, and a score greater than 1 is in favor of girls.

**Figure 3. National averages mask inequities in secondary school transition and completion**



Source: World Inequality Database on Education.  
Note: Data from 2015.




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## The Campaign for Female Education (CAMFED)

The Campaign for Female Education was founded in 1993 with the aim of looking at the world from the perspective of the most marginalized girl and co-creating locally sustainable solutions to tackle the barriers to her education. That year, CAMFED supported its first cohort of girls, providing bursaries to 32 girls in Zimbabwe to attend secondary school. CAMFED's activities literally grew in response to the challenges the first cohorts of girls faced on their journey through school, laying the cornerstone for all their future work. CAMFED has since grown into an organization that has supported the education of more than 4.1 million marginalized children in five countries (Ghana, Malawi, Tanzania, Zambia, and Zimbabwe) and its 2020-2025 strategy seeks to scale its support to 5 million girls.<sup>8</sup> In Tanzania, CAMFED works with 821 government partner schools in 33 districts, serving 143,019 students directly, and another 731,868 through the CAMFED Association (CAMA)<sup>e</sup> and community partners.<sup>9</sup>

CAMFED's program has evolved from focusing primarily on bursary support to girls to a highly responsive model that addresses the exclusion that girls face from and within school—and the challenges they confront beyond school. CAMFED's holistic approach provides financial, material, social, and emotional support, as well as support to develop self-confidence, self-awareness, and critical thinking to enable both girls and boys to learn and thrive in school.

CAMFED's work is increasingly driven by the CAMFED Association, the “alumnae network” of women who themselves received support from CAMFED and are now leaders for girls' education in their communities. As a network of young women committed to women's empowerment, the CAMFED Association enables its members to remain connected as they build their leadership and livelihoods in the face of continued obstacles long after they graduate from secondary school. Currently 178,000-strong and a driving force behind both the short- and long-term success of CAMFED's programs,<sup>10</sup> they are a growing social movement that is transforming the landscape of girls' education and women's empowerment in Africa. Through their individual and collective philanthropy and by serving as mentors and life coaches to adolescent girls in their local schools, CAMFED Association members help break down the very barriers they experienced in the pursuit of their own education, transforming their communities into places where all girls can thrive. Also core to CAMFED's operating model is partnering with a range of community stakeholders—including parents, local officials, traditional learners, and teachers—toward building a local infrastructure that is supportive of both girls' and boys' education and women's economic empowerment. This initiative of giving back led CAMFED to develop the Learner Guide Program, the focus of this RTSL scaling story.



**“We are building a force that is gaining ever greater momentum as we open the door for more and more girls to go to school, succeed, lead, and in turn support thousands more. The result: a virtuous cycle of prosperity, equality, and hope – led by young women. Together, we are shaking up the world.”<sup>11</sup>**

– Angeline Murimirwa, CAMFED Executive Director – Africa

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e. In 2021, CAMFED began using the term “CAMFED Association” in place of CAMA, which was used previously.

## The Learner Guide Program

In 2013, with funding from the Girls' Education Challenge of the United Kingdom's Department for International Development (DfID)<sup>f</sup>, CAMFED trained 1,965 CAMFED Association members in Tanzania and Zimbabwe to return to their local schools to teach and mentor children. CAMFED also worked with the CAMFED Association, communities, and education ministries to develop an interactive life skills program called "My Better World" (MBW), which helped structure formal sessions with students in the program. The following year, the initial group of young women became the first volunteer Learner Guides of the Learner Guide Program. Through eight years of iteration, refinement, and expansion, the program has trained more than 10,800 Learner Guides in over 2,470 partner schools in Ghana, Malawi, Tanzania, Zambia, and Zimbabwe, reaching more than 800,000 children.<sup>12</sup>

### The Learner Guide Program has three basic elements.

**Learner Guides** are recent female secondary-school graduates who volunteer for 18 months to return to secondary schools in their communities for several hours per week to provide life skills facilitation, one-on-one mentorship, academic support, and links to social services, which in turn improve girls' and boys' performance in school. Initially, all Learner Guides were young women who previously received CAMFED support, but when expanding to districts without CAMFED Association members, local young women may be recruited by school officials and community members as long as they hail from the communities, have themselves overcome poverty, rural isolation, and adversity, and express their dedication to service.

As members of the local community, Learner Guides are powerful role models of female leadership, with an important understanding of the local language, customs, and power dynamics. As para-educators, Learner Guides receive in-depth training to teach important information like sexual and reproductive health (as allowed

by ministries of education). In their role as trained yet approachable peers, they provide important psychosocial support and contribute to students' social protection, while also actively linking vulnerable girls to the local social safety net to reduce students' risk of dropping out. By identifying, supporting, and keeping track of such vulnerable students, Learner Guides create an important bridge between school and home, following up with students through home visits or other appropriate outreach to support and empower them to return to and remain in school.

**MBW** is a life skills program designed to complement the existing academic curriculum by preparing adolescents for successful post-secondary school transitions. In addition to topics in health and financial literacy, the program is targeted at developing students' intra- and interpersonal skills, such as problem-solving, goal setting, effective communication, and self-confidence, which in turn improves their attendance and performance at school. This broad approach to life skills complements the government's approach to life skills, which will be discussed later in the report. The MBW program is delivered weekly and is integrated into school timetables. As the program is delivered by Learner Guides in an interactive manner to girls and boys in mixed classrooms, MBW sessions stimulate important cross-gender discussions that are critical to tackling issues of gender inequality.

**Incentives** provide Learner Guides with recognition of the skills they build, which, in turn, enhance their opportunities for professional advancement. Learner Guides receive allowances to cover their expenses to attend trainings and meetings. In addition, two important incentives that both Learner Guides and CAMFED program staff have identified as most appealing are: 1) access to microloans to grow their own businesses, and 2) a vocational qualification to support continued educational opportunities.<sup>13</sup> In addition to these incentives, Learner Guides have also cited the increased respect, leadership, and social standing in their communities as highly motivating factors.<sup>14</sup>

f. In 2020, DFID was merged with the UK's Foreign Office to create the Foreign, Commonwealth, and Development Office (FCDO).



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Learner Guides come from impoverished families and therefore carry significant responsibilities for contributing to their family livelihood. Therefore, the Learner Guide Program is structured to ensure volunteer activities are not full-time, so that they have time to earn income by working in or starting their own small businesses. Through a partnership with the nonprofit organization Kiva, Learner Guides have access to microloans to start small businesses. The loans do not charge financial interest, as Learner Guides are paying “social interest” as role models and mentors. Together with entrepreneurial and business trainings, these microloans underpin CAMFED’s approach to supporting enterprise development and economic independence. During initial implementation stages of the Learner Guide Program, 75 percent of Learner Guides accessed a Kiva loan.<sup>15</sup>

Through their multiple roles as facilitator, mentor, assessor, social worker, community development worker, entrepreneur, and more, Learner Guides develop important transferable skills including in teaching and facilitation, class management, community engagement, relationship building, and monitoring and evaluation. In 2016, CAMFED extended its existing partnership with the global education company, Pearson, making Learner Guides eligible to receive a Business and Technology Education Council (BTEC) qualification, an internationally recognized certification used in more than 100 countries. Learner Guides who choose to undergo the assessments can receive a BTEC level 3 advanced diploma, which increases their competitiveness in the job market and can support them in pursuing continued education opportunities in teacher training colleges. The number of CAMFED Association Guides who

have received a BTEC diploma grew from 576 in 2016 to 3,596 by the end of 2020.<sup>16</sup>

Evidence has informed and facilitated the Learner Guide Program’s expansion by demonstrating effectiveness, as well as the program’s capacity to scale. Independent evaluations have demonstrated significant and positive impact in schools where Learner Guides are operational, including improvements in students’ learning, girls’ retention in school, and young women’s livelihoods. An independent evaluation of the Learner Guide Program in Tanzania found that marginalized girls at schools with Learner Guides were 33 percent less likely to drop out and had double the rate of learning (in math and English), versus marginalized girls at comparison schools. In addition, 95 percent of marginalized girls at intervention schools felt more positive about their futures by the close of the program.<sup>17</sup>

The program has been transformational for the Learner Guides, as well.<sup>18</sup> Through their outreach and problem-solving, Learner Guides have gained a large degree of social capital, as well as respect in the community.<sup>19</sup> Nearly 75 percent of Learner Guides surveyed in Tanzania have taken up positions of local leadership, including on area committees, school-based committees, and district-based committees.<sup>20</sup> Survey results further suggest that the Learner Guide Program has had a notable economic impact; of those Learner Guides who had found full- or part-time employment, 56 percent said that being a Learner Guide helped them get the job, especially by helping them build relevant skills and experience, raising their aspirations, and inspiring confidence.<sup>21</sup> Almost half planned to apply for or enter further education programs.<sup>22</sup>

# Scaling the Learner Guide Program in Tanzania



The Learner Guide Program has effectively traversed three phases of scaling to date—pilot, adaptation, and expansion. Many factors have contributed to these efforts. Its holistic response to young people’s needs—cutting across multiple sectors—has fostered strong community buy-in and diversified partners supporting the initiative, avoiding reliance on a single champion. Additionally, over its scaling journey, CAMFED and partners have continuously revisited and refined the Learner Guide model based on rigorous research, evolving landscapes, and—perhaps most importantly—feedback from Learner Guides, students, and teachers. Further, aligning the Learner Guide Program with existing policies and national priorities related to quality education and gender equality has contributed to government engagement at various levels. While funding has been critical to the expansion of the Learner Guide Program to date, just as important are how those resources have been structured. Going forward, costing projections will help lay the groundwork for understanding what the Learner Guide Program will cost at scale and identifying where and how the

program—or elements of it—can transition from external financing to increasingly becoming part of the existing government budget.

Together, this multilayered and multidimensional process has contributed to the Learner Guide Program gradually shifting from an external NGO-led program to an exploration of how it might offer solutions within the formal government system. The program is now on the threshold of its fourth, most critical phase of transition to national scale. Lessons from the previous phases can inform efforts to further expand the program’s reach and impact, transitioning from a government-*sanctioned* program to a government-*owned* program supported by communities.

This section of the report overviews the story of implementing, adapting, and expanding the Learner Guide Program in Tanzania to date, looking at critical factors, opportunities, and challenges related to four key themes in scaling education initiatives: design, delivery, financing, and the enabling environment. It includes considerations for successful scaling into the future.



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## Design

An important dimension to scaling education initiatives is planning for scale from the start to ensure the model will be impactful, affordable, and sustainable at scale in the local context.<sup>23</sup> One essential element of planning for scale is “to develop programs and policies that students, parents, or teachers actually want—not just what governments, implementers, or donors think they need.”<sup>24</sup> From early on, CAMFED focused on ensuring the Learner Guide Program offered solutions to local needs and worked to balance maintaining the program’s core elements with openness to the flexible adaptation required to respond to new and changing contexts and ensure the program remained responsive as it grew. Planning for scale also requires ensuring cost structures will be affordable when implementing at a much greater scope. To ensure quality was maintained without sacrificing scalability, CAMFED increasingly recognized the importance of costing data to embed the Learner Guide Program within the government to achieve scaling goals. Finally, as scaling is not a one-off exercise but an ongoing, dynamic process, CAMFED utilized evidence and engaged in deliberate data-driven reflection and learning.

A key question to consider in the next phase of scaling will be the gender dimension of the Learner Guide Program and its emphasis on both girls and boys. An additional key consideration will be the Learner Guide “brand” and the strategic importance of maintaining it or letting it go. As the Learner Guide Program continues to respond to these and other questions, it will be important to systematically plan for these adaptations and capture learning along the way.

### **Learner Guide Program addresses gender-specific and gender-neutral barriers to education**

Seeking to tackle the root causes of educational inequities in Tanzania, the Learner Guide Program was designed to address fundamental needs faced by adolescent girls and young women in rural communities across the country. CAMFED recognized two primary sets of underlying factors pushing and pulling girls

out of the education system in Tanzania, which the Learner Guide Program directly addresses: gender-specific barriers (e.g., early pregnancy and child marriage and school-related GBV) and gender non-specific barriers (e.g., teacher shortages and large class sizes), although the latter can still have gendered effects.

By attending to the urgent needs of adolescent girls within their communities, Learner Guides play an important role in making the education system work for girls—and working toward gender-transformative systems change. Without the Learner Guides, these push and pull factors not only function to prematurely end adolescent girls’ educational journeys, they also affect the ability of young women to gain important job-relevant skills, experiences, confidence, and social networks. This in turn limits young women’s opportunities for employment in the formal labor market, leading to their further social and economic marginalization.



**“MBW program has helped the students in Lundamatwe school by increasing students’ attendance, self-confidence, and self-realization, which results in personal well-being and community development.”<sup>25</sup>**

– Ms. Kezia Nyagawa, headmistress of Lundamatwe Secondary School in Kilolo district, Iringa region

**Early pregnancy** is consistently ranked among the top causes of female student dropout across sub-Saharan Africa.<sup>26</sup> In Tanzania, 60,000 children drop out of lower-secondary school each year (half of them are girls),<sup>27</sup> and about 5,500 girls drop out of school each year due to pregnancy.<sup>28</sup> This issue is more prevalent in rural areas; for example, in 2015-2016, 32 percent of rural teenagers had given birth or were pregnant compared with 19 percent in urban areas.<sup>29</sup> Learner Guides directly address this risk and help young girls avoid early pregnancy and stay in school by providing important sexual and reproductive health education, mentorship, and role modeling. This support from Learner Guides has been particularly important during COVID, as they were able to visit girls at home in safe ways to reinforce messages that helped girls avoid dropping out.

**Child marriage** is another factor that pulls girls out of school. Although child marriage is illegal in the country, Tanzania remains one of the highest-ranking countries in terms of absolute number of women married before age 18.<sup>30</sup> Worryingly, emerging COVID data projects that up to an additional 10 million girls are at risk of child marriage globally over the next decade as a result of socioeconomic disruptions and conditions created by the pandemic.<sup>31</sup> Learner Guides help mitigate this trend by identifying adolescent girls at risk of child marriage and providing them and their families with a social safety net to delay marriage and help keep girls in school and learning.

**Gender-based violence (GBV)** is closely interlinked with the country's high rates of early pregnancy and child marriage. In Tanzania, 46 percent of women have experienced either physical and/or sexual intimate partner violence in their lifetime, higher than the global average of 30 percent.<sup>32</sup> Almost 1 in 4 females who had experienced such violence prior to age 18 reported an incident occurred while traveling to or from school and 15 percent reported that at least one incident occurred at school or on school grounds.<sup>33</sup> The Learner Guide Program aims to address this issue through Learner Guides providing important psychosocial and emotional support for

learners experiencing GBV. In addition, Learner Guides' connections to key Community Development Officers (CDOs), including community health workers and social workers, enable them to help link learners at risk of or experiencing GBV with critical resources.

**Lack of qualified (female) teachers** is a push factor contributing to girls dropping out of school, and something the Learner Guide Program directly addresses. In 2019, the government estimated that Tanzanian public schools faced a shortage of 80,000 teachers.<sup>34</sup> For adolescent girls in rural secondary schools, this teacher shortage raises safety concerns as the majority (66.8 percent in 2019) of secondary school teachers in the country are male<sup>35</sup> and female teachers may be less open to taking assignments in rural areas. The result is not only a gender-unequal environment for girls, but also that adolescent girls have limited exposure to female role models who have completed secondary education. The Learner Guide Program not only helps to support existing teachers in the short term, but elements of its incentive structure (e.g., the BTEC qualification and the elevated social status of Learner Guides) also create a new pathway for young women to enter the teacher profession, laying the long-term foundations for more qualified female teachers.

**Large class sizes** are closely related to lack of teachers and contribute to poor learning outcomes that help to push girls out of school. Large class sizes can impact teacher effectiveness, despite a teacher's level of qualification, and while this affects learning outcomes for both girls and boys, the opportunity costs for keeping a girl in a poor performing school may be greater, leading to higher rates of dropout among girls. Learner Guides help to address large class sizes and consequent poor learning outcomes by reinforcing academic learning in smaller group settings and sometimes one-on-one settings, and by directing students to other academic resources and support. Further, through the MBW program, Learner Guides help girls and boys develop important life skills that strengthen students' abilities to direct their own learning.



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As the needs of adolescent girls in marginalized, poor, and rural communities are multifaceted and intertwined with many sectors beyond education (e.g., health, economic development, and social protection), the Learner Guide Program is designed to address the myriad of challenges they face. While the Learner Guide Program is a girls' empowerment initiative—seeking to address the structural inequities behind girls' marginalization—it simultaneously delivers critical non-gendered support to both secondary-school girls and boys. While these characteristics make it challenging to identify one set of actors and institutions with which to engage, they simultaneously contribute to the program's deeply rooted and broad-based support by addressing the holistic needs of both girls and boys.

### **CAMFED identified core elements to maintain and elements to adapt as the program expands**

Identifying which are the core elements to maintain when expanding an initiative to new locations and which elements can be adapted

to the local context is a key part of designing for scale. This balancing act can be quite challenging, and it is often constrained or enabled by the willingness of the originating organization—in this case CAMFED—to let go of strict fidelity to the original program, experiment, and adapt. Guiding this iteration are two important questions: How best to balance standardization and contextualization of an initiative in the process of scaling? How much simplification and adaptation are possible without diluting the impact of the program?

While CAMFED has determined the “core elements” of the Learner Guide Program that should remain as the program scales (see Box 2), CAMFED has also identified aspects of the program that schools or communities can tailor to their own context, such as where MBW sessions fall in the school timetable, or which grade level(s) are included in the sessions. Part of the reason the Learner Guide Program has effectively expanded and deepened its impact is due to this flexibility to pivot and adapt. While many of these adaptations emerged organically, CAMFED has also deliberately sought input from Learner Guides and other program stakeholders to identify adaptations useful for scaling (see Box 3).

## **Box 2. Core elements of the Learner Guide Program**

Early on, CAMFED demonstrated a willingness to experiment and adapt while at the same time identifying the program's core elements with inputs from the Learner Guides themselves. These core elements include:

- The MBW program, delivered by Learner Guides in a manner that is interactive (rather than didactic), self-guided, and driven by individual workbooks.
- Locally managed recruitment of young women as Learner Guides who have overcome adversity and are from similar communities in which they serve.
- Supportive supervision and mentorship provided to Learner Guides, including school-level support from teacher mentors and heads of school and community-level support from Community Development Committees (CDCs), Parent Support Groups (PSGs), and other CAMFED Association members.
- Incentives such as access to low-risk social interest loans and a vocational qualification.

As the program expands in Tanzania, especially to districts where CAMFED has neither an established presence nor a CAMFED Association footprint, it will be important to determine the “right amount” of flexibility so that the program can be adapted to the local context while also maintaining quality impact. Already, an independent evaluation of CAMFED’s expansion into 13 new peri-urban districts in five regions across Tanzania has offered important evidence demonstrating that the Learner Guide Program could be quickly adapted and scaled in new districts where CAMFED and the CAMFED Association lack an established presence.<sup>36</sup> At the new CAMFED partner schools served by new Learner Guides, the evaluation showed that marginalized girls were more likely to successfully transition from Form 1 to Form 2 than those at comparison schools, and gains in numeracy and literacy were also significantly greater.<sup>37</sup> These findings were particularly significant since the success of the Learner Guide Program to date was previously believed to rely heavily on

local recruitment of Learner Guides who had previously received CAMFED support and the long-standing relationships between CAMFED and the local area.

While CAMFED has thus far succeeded at making the adaptations necessary for effectiveness and expansion, it will nevertheless be challenging to remain flexible and agile as scaling progresses and requires a continued willingness and capacity to act on new learnings. As the Learner Guide Program further integrates into the government system, one element that CAMFED contends is core is that Learner Guides should be local volunteers, since youth volunteers’ understanding of language and power structures has been fundamental to the Learner Guide Program’s success. Another key consideration will be the Learner Guide “brand” and whether to further leverage its name recognition and respect in local communities or allow the brand to disappear as it integrates into existing programs, which could better facilitate government ownership and sustainability.

**Regardless of the path forward, any further refinements to the Learner Guide Program should be systematically planned for, monitored, and documented so that the government and other key stakeholders can learn about which adaptations are effective, which are not, and why.**



Dotto (Learner Guide) Morogoro, Tanzania, October 2019  
Photo credit: Eliza Powell.



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### **Box 3. COVID-19 related adaptations to the Learner Guide Program**

The COVID-19 pandemic led Tanzania to close schools from March to July 2020, prompting a series of rapid pivots and adaptations to the Learner Guide Program.

Because Learner Guides are from the communities in which they serve and are trusted and respected by the community, they were able to help provide essential information and services in safe ways during school closures. For instance, Learner Guides conducted home visits while following the government's social distancing guidelines to share COVID-19 health guidelines and to identify students' needs as they attempted to continue their studies at home. Learner Guides supported children with printed learning materials and other essentials such as soap and masks (often made by CAMFED Association members). Learner Guides also led local, improvised MBW sessions with small groups of students and partnered with local radio stations like Ulanga Radio FM and with local government officials, such as the Ulanga district council, to deliver MBW sessions via radio broadcast to a broad range of students studying at home. Through these adaptations, Learner Guides helped to provide accurate public health information and dispel misinformation about the coronavirus, while continuing to raise awareness around the issue of child rights and safeguarding to prevent abuse and early marriage.

Apart from providing continuity in learning and connections to local communities, Learner Guides were also able to provide essential psychosocial support to communities as they dealt with COVID-19 lockdowns and their associated social, economic, and public health hardships. Learner Guides applied their training and leveraged their connections with other community services to support the well-being of children affected by the COVID-19 crisis.<sup>38</sup>

While the Learner Guide Program demonstrated great resilience during the COVID-19 pandemic, some adaptations have also created opportunity for further reflection on the core model. For instance, success with the radio program spurred the formation of new partnerships and opportunities to expand the broadcasts to new regions, including in Dar es Salaam.

### **Cost data informs scaling decisions**

Designing for scale from the start requires collecting relevant cost data to understand what the program might cost at large scale and how the costs might differ across contexts and populations. The collection and analysis of cost data related to the Learner Guide Program has offered essential information for understanding the program's costs and its cost-effectiveness and has largely contributed to its expansion to date. Collecting cost data is important for several reasons: It strengthens accountability, allows

education actors to forecast costs, helps decisionmakers make informed choices about the most effective use of resources, and supports decisionmakers and other education actors to "make the case" for investing in a particular education initiative. Specific to the Learner Guide case, cost data collection and analysis has demonstrated how the costs to support the most marginalized girls may differ in districts where CAMFED already has a strong network of community support that provides wrap-around social services, compared to districts where CAMFED lacks an existing presence.

## Understanding these program costs and how they differ from context to context is particularly important as the government considers scaling the Learner Guide Program and how its costs relate to existing government budgets.

Initially, an independent analysis by Cambridge University's Research for Equitable Access and Learning (REAL) Centre in 2018 helped generate evidence that CAMFED's entire package of support (including but not limited to the Learner Guide Program) is cost-effective, resulting in a total of 1.7 additional years of schooling for all children per \$100 spent. For the most marginalized girls, the results were even greater, estimating an equivalent of two additional years of school for every \$100 spent.<sup>39</sup>

Building on this initial study, a key activity of the RTSL was collaboratively developing a costed scaling plan to guide future expansion of the Learner Guide Program in Tanzania. Lab members undertook this collaborative exercise, including government officials at the national and subnational levels, with a goal of identifying elements of the Learner Guide Program where the government might provide financial resources or technical support for implementation. This work included identifying the main components of the program, unit costs, the biggest cost drivers, and potential economies of scale or areas for cost savings during implementation. The work also documented areas where government is already contributing, identified elements of the Learner Guide Program where the government might provide financial or technical resources to support implementation, and explored how and why the costs to implement certain program elements could

shift as ownership transfers to the government. The collective efforts of lab members resulted in a proposed strategy for CAMFED and the government to take forward—first piloting an approach for the program's joint implementation at small scale in a few new districts in Morogoro (or another agreed region) before expanding to other regions, learning and refining their approach along the way.

A notable challenge in developing cost projections is capturing government stakeholders' non-financial contributions, since different individuals and/or departments contribute to different aspects of the Learner Guide Program and this can vary across districts. Further, tracking the range of financial and material support that Learner Guides provide students (e.g., lunch money or school uniform fees) and determining the time and non-financial resources that Learner Guides use to support students inside and outside of school has been difficult. Learner Guides have limited opportunities to capture this information and may forget about these types of support,<sup>40</sup> and even when they are collected, converting this information into monetary amounts is even more challenging. Going forward, the process of jointly implementing the program in new districts in Morogoro or other regions will surface valuable insights about how to institutionalize initiatives that originated outside the government in a cost-effective and sustainable way.



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## Delivery

While strategically planning for scale from the earliest days of an initiative is essential, it is only half the battle. The process of scaling also requires paying attention to key aspects of delivering and sustaining the initiative at large scale, including fostering strategic champions and building impactful partnerships, leveraging the contributions of actors at all levels of the education system, and considering an appropriate role for technological support. For the Learner Guide Program, the critical partnerships between CAMFED, local communities, NGOs, and government at all levels were a significant driver of the scaling process. Also pivotal were the relationships between Learner Guides and teachers and the creative use of technology to harness efficiencies and support implementation. At the same time, the Learner Guide Program illustrates the challenges of delivering a holistic and complex model at large scale. It also underscores the opportunities and challenges that come with scaling a volunteer-led delivery model, rooted in local communities.

### **Community engagement and government partnerships key to program implementation**

The expansion of the Learner Guide Program to date has succeeded in large part because of the strong relationships CAMFED has nurtured with key stakeholders at all levels of the Tanzania education systems and communities.

CAMFED has managed to strike a delicate balance between maintaining the community-driven and community-owned nature of the program and fostering government engagement by working closely with relevant partners at the district, ward, and council levels.

Community engagement has been the backbone to the successful implementation of the Learner Guide Program, as PSGs, CDCs, and school boards provide Learner Guides with critical support. For example, when the program is introduced in a new district, CDC members help get the word out and explain what it is. Leveraging their day-to-day positions within local and district government, CDC members provide training to Learner Guides about local child protection and other services so they understand the local resources available, who to go to for support, and how to link these resources to students at risk and in need of basic social services. CDC members also provide mentorship and training to Learner Guides about

important practicalities such as how to obtain registration and licensing for their businesses, or about locally available government grants and resources. In turn, the Learner Guide Program enables these government officers to better serve their constituents and become invested in the program, themselves becoming local champions.

In addition to fostering local champions through direct engagement in Learner Guide Program delivery, CAMFED has also fostered community ownership over the program through sharing local control. For example, community-level groups and schools play key roles in recruiting local Learner Guides and work closely with school-level leaders to ensure smooth implementation tailored to the needs of individual schools. This community ownership has been a cornerstone of the program's effective delivery to date. Early in the program, although district officials had approved the Learner Guide Program at a high level, schools themselves struggled to allocate time for the MBW sessions in already crowded school timetables. In response, CAMFED began to invite heads of schools to Learner Guide trainings, which gave these key leaders the opportunity to see the value of the program and to create space—both physically and time-wise—for the Learner Guide Program. Now, heads of school play an important role liaising with CDCs, identifying potential candidates for Learner Guides, introducing the program, and encouraging soon-to-be and recent graduates to apply. Moving forward, maintaining these close touchpoints with local communities

will be essential as the program expands and is further integrated into government systems.

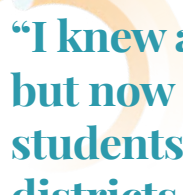
In addition to close engagement with local communities, strong institutional commitments and partnerships with government stakeholders have been key to the implementation of program activities from the start.<sup>41</sup> These strong alliances with high-level champions across ministries are a result of CAMFED's deliberate nurturing of these relationships over years, gradually laying the foundations to transition government contacts to allies to partners. CAMFED has found that "visible results" are a particularly compelling form of information for building government engagement in the Learner Guide Program, through the power of bringing government officials and other key stakeholders to see the program first-hand. Indeed, many of CAMFED's "ambassadors" in government have become champions as a result of directly observing the program, where the impact can be clearly witnessed through the contagious energy of Learner Guides and their students. The robust and multifaceted results of the Learner Guide Program demonstrated through numerous types of data—alongside the in-person demonstrations—have been a key factor in propelling CAMFED's scaling progress forward.

In 2013, CAMFED established a National Advisory Council (NAC) to promote collaboration and alignment between the objectives of CAMFED and the priorities of the Tanzanian government. The NAC includes high-level representatives of several important government bodies in Tanzania, including the MoEST; PO-RALG; the Ministry of Health, Community Development, Gender, Elderly, and Children (MoHCDGEC); the National Examination Council of Tanzania (NECTA); and the Tanzanian Institute of Education (TIE) and provides an important channel for updates and alignment around national and ministerial strategic plans.

CAMFED's approach to engaging multiple government ministries has sustained its relationships with the government beyond the life of one senior official or the reorganization of priorities within one main ministry.

During the early stages of building government buy-in, the government's role was to endorse the Learner Guide Program while CAMFED and its local structures led the effort. Over time, CAMFED and the government began to jointly plan. In 2016, for example, CAMFED partnered with district officials to introduce the Learner Guide Program to their peers in peri-urban districts where CAMFED did not have an existing presence. In 2017, after signing a new 10-year memorandum of understanding (MoU) with the MoEST<sup>42</sup> and expanding to 13 new districts, CAMFED implemented the Learner Guide Program with the government, which provided space for Learner Guide training and allowed government teachers to serve as teacher mentors to Learner Guides.

Since 2018 and with the support of the RTSL, CAMFED and the government have entered a new phase of their partnership by collaboratively identifying pathways to institutionalize the Learner Guide Program within government systems and structures. This process has revealed the sustained efforts required from both actors to navigate this transition in a data-driven and reflective manner. It has also underscored the need for an interim period of transition in which CAMFED will potentially play a technical advisory role supporting the government as its own capacities are strengthened to take on core elements of the Learner Guide Program. MoUs have provided an opportunity for CAMFED to help build this capacity while integrating Learner Guide Program elements into existing government programs and cross-sectoral ministry responsibilities.



**“I knew about CAMFED and thought it is only CAMFED but now I know how the program comprehensively engages students, teachers, parents, and community, as well as districts and councils—for this I am impressed.”**

– Dr. Leonard Akwilapo, Permanent Secretary of MoEST

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While initially CAMFED focused on identifying the most senior-level decisionmakers, developing a strategy to reach them, and building alignment and awareness, its approach has organically evolved into bridge-building between national and local structures, which enables the program to remain locally rooted while being delivered nationally. This dual approach targeting both local and national government stakeholders has partially stemmed from the decentralized governance system in Tanzania whereby local government authorities have significant autonomy to manage local schools. As a result of this decentralized authority, regions such as Morogoro have invited CAMFED to bring the Learner Guide Program to their districts after witnessing its impact. This has implications for CAMFED as it pursues champions across all levels of the government.

### **Volunteer-led program supports and complements the role of teachers**

Central to the Learner Guide model to date is young women's engagement in volunteer roles that support but do not supplant the teacher. As a result, the relationship between Learner Guides and teachers has thus far been an important element in delivering the program successfully.

The Learner Guide Program was designed to create a well-trained student/peer-support position in schools, complementing not competing with the teacher. In 2016, a qualitative

study of the Learner Guide Program corroborated this point, finding that Learner Guides function more as a role model for students and were more approachable for individualized mentorship in ways that made them distinct from teachers.<sup>43</sup> Moreover, the Learner Guides' pedagogical practices position them more as facilitators than experts, a peer rather than an authority figure. The MBW program and approach encourages Learner Guides to bond with their students, to share personal stories of overcoming adversity, and to accompany students on a journey of self-exploration together. In addition, at rural schools, Learner Guides are appreciated for being connected with their local communities.

This arrangement could have created tension between Learner Guides and teachers, giving teachers the impression that Learner Guides were attempting to assume their role. However, CAMFED preempted this risk by including teacher mentors and heads of schools in Learner Guide trainings in order to expose teachers to the program and understand the complementary role of Learner Guides. Other benefits of including teachers and school leaders in training include opening lines of communication among school administrators and teachers about Learner Guides, positioning Learner Guides as assets to teachers, and encouraging teachers and Learner Guides to work together—allowing Learner Guides to take on non-technical tasks that help “free up” teachers' time to focus on teaching.



**“Learner Guides have been supporting teachers by working together motivating students, raising even little financial resources to help girls in schools to cater for their various needs.”<sup>44</sup>**

– Mr. Patrick Mwalyepelo, Teacher Mentor and CDC Member, Kilolo District



Given the supportive and complementary role between teachers and Learner Guides, scaling the Learner Guide Program has raised two important questions: 1) Who should deliver the program at large scale? and 2) How should they be trained? Should the program continue to recruit only young female volunteers, or should teachers be considered as a scaling pathway? While teachers might facilitate more rapid scale and sustainability, there is also a risk that scaling without the Learner Guides who come from marginalized backgrounds reduces some of the program's effectiveness. An external evaluation found that the "shared experience and context of rural poverty and challenges brought by the Learner Guides had a positive effect on girls' engagement at school." The report went on to detail that their close proximity to students (in age, gender, and experience) and personal understanding of the challenges faced often results in students finding them more approachable and more as a confidant.<sup>45</sup> District-level government officials and various school-level actors (i.e., teacher mentors, heads of school, and parents) have stressed other potential risks of scaling without the Learner Guides' engagement, as Learner Guides use an active, participatory facilitation approach in their MBW sessions that is not as common in most classrooms.<sup>46</sup>

To address this last point, core elements of the pedagogy could be infused into existing pre- and in-service teacher training, or CAMFED's current cascade training approach could be applied to teachers. But even if teachers received training to facilitate the MBW sessions and to perform the same multifaceted community development role, it is unclear whether the level of effectiveness would remain the same. In Tanzania, there are a host of factors stacked against training teachers to be Learner Guides, including a severe teacher shortage and overcrowded classrooms. The question is whether teachers can be expected to take on the other essential roles of Learner Guides alongside their existing duties. As discussed, the Learner Guide's role extends beyond facilitating MBW sessions to ensure each child can thrive and provide the school-to-home/community link that a teacher cannot. Lastly, teachers who are not from local rural communities and are not connected with them may not be as effective as local volunteers who understand what it means to be a girl from a poor, rural household.

While ideally all teachers would eventually play a role like the Learner Guide—representing a truly gender-transformative education system—some RTSL members suggested a potential scaling pathway in linking the Learner Guide role to existing national youth programs.

Training youth volunteer para-educators to complement teachers as Learner Guides aligns very well with the new National Youth Volunteerism Strategy currently in development by the PMO-LYED.

CAMFED's technical expertise in gender equality could be leveraged to train these youth volunteer para-educators until the government has the technical capacity to train them, and perhaps until teachers can take on this role themselves. Moving forward, the government and CAMFED could consider a two-pronged approach: identifying opportunities to maintain the volunteer-based model through leveraging existing youth internship-type schemes, while experimenting with these youth working under the supervision of existing guidance and counseling teachers through programs such as the Secondary Education Quality Improvement Program (SEQUIP). These guidance and counseling teachers could play the valuable role now served by volunteer teacher mentors in CAMFED partner schools. Tracking the impact, equity, and cost implications of these delivery models will help to inform efforts going forward.

### **Appropriate technologies can generate cost savings and greater efficiencies while scaling**

Use of technology in supporting the delivery of the Learner Guide Program—from the role of mobile phones and tablets in supporting data collection for monitoring and evaluation (M&E) to leveraging low tech pathways to deliver MBW sessions to a larger audience—has been an important driver of CAMFED's scaling story to date. While technology alone is insufficient to guarantee large-scale delivery, it can create efficiencies and contribute to scaling if considered appropriately.

Providing an alternative to the paper-based monitoring system through mobile phones and tablets has been valuable in streamlining the

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M&E process and contributing to the Learner Guide Program's expansion. Previously, Learner Guides filled out paper-based reporting forms monthly and submitted these to the CAMFED district offices to enter data from hard copies into open-source software. Today, Learner Guides input data directly into the open-source software via hand-held tablets and mobile phones. While paper-based reporting was feasible at a small scale, digitization has made it easier to compile, analyze, and compare data for thousands of Learner Guides—supporting the M&E process as delivery expands. Digitization also enables supervisors and Learner Guides to remain abreast of program implementation in a more timely manner.

As the Learner Guide Program looks to expand further, CAMFED has considered ways to further simplify and streamline data management and use technology to facilitate scaling. Equipping Learner Guides with mobile phones and tablets naturally comes with a price, however, as providing the technology and stipends to cover associated internet data costs can add up to one of the highest unit cost drivers for Learner Guide support. At face value, this cost could be challenging to sustain at scale,<sup>47</sup> but it remains to be seen whether the trade-off in time saved is enough to make the technology a more cost-efficient way of handling M&E as the program scales.

Technology has also played a role in extending the delivery of program content beyond the original approach. As a result of school closures due to COVID-19, low-tech pathways such as radio emerged as an appropriate, viable mechanism to reach a larger audience of young people in underserved communities with the MBW content. From April through September 2020—well after schools reopened—CAMFED partnered with local radio broadcaster Ulanga FM to deliver regular one- to two-hour programming with an interactive call-in

component that reached—at its peak—more than a dozen radio stations in neighboring districts. Learner Guides were trained in media management by partners at Ulanga FM and adapted MBW programming to discuss diverse themes from parenting in a time of COVID-19 to strategies to support students' continued learning during school closures.

This low-tech approach helped to further elevate the status of Learner Guides as role models, forged new partnerships with local radio programs, and catalyzed internal discussions on different modalities for the Learner Guide Program.

Given the sudden nature of the school closures and urgency to respond, there were practical constraints to gathering data on the impact of the programming on young people and families. As low-tech pathways continue to be explored, it will be critical to collect relevant data to better understand the impact on young people, families, and Learner Guides themselves. For instance, is listenership an indication that the investment is worthwhile?

Technology holds much potential when it comes to supporting the expansion of the Learner Guide Program. In addition to information management and life skills delivery, technology could help facilitate professional learning communities among those delivering the life skills program, which could include building on current connections established among Learner Guides, teacher mentors, and other key partners through WhatsApp. Moving forward, the introduction of any new technology should be based on a sound understanding of the needs, infrastructure, and capacity of the local system; drawn from existing evidence that matches these conditions; and closely monitored to ensure any technology is appropriate, sustainable, and inclusive, especially in the context of reaching the most marginalized.<sup>48</sup>

## Financing

As with all scaling processes, the question of resources is central to the expansion of the Learner Guide Program. Financing has been critical not only in terms of the amount of resources available, but also in terms of the source of financing, how it is structured, and how it transitions across different phases of scaling. Multi-year donor funding, which provided for both implementation and learning, was critical in the early days of the Learner Guide Program to establish proof of concept and to demonstrate feasibility to scale. While support from external donors will continue to be critical in the short to midterm, in order to be sustained within the existing government system over the long term, the program—or key components of it—must be integrated into the national budget, which is already significantly constrained. The challenge is to identify where and how the program can become part of the existing government budget—supporting national priorities and complementing existing services without adding additional costs—and recognize that it will be vying for a finite amount of resources. This transition to government financing will not be a quick shift, but a longer-term process with new and important roles for both CAMFED and external funders in planning, government engagement, and identification of concrete avenues for financing.

### **External financing critical to supporting experimentation, implementation, and learning**

To date, the implementation and expansion of the Learner Guide Program has been financed through diverse sources, notably DfID/FCDO. In 2013, CAMFED received funding from the first phase of DfID's Girls' Education Challenge Step-Change Window (GEC-SCW) and launched the Learner Guide Program in Tanzania (and Zimbabwe). Three years later, the global education company Pearson supported the expansion of the program into four new districts where CAMFED did not have a presence, which allowed

testing of the adaptability of the model. Recognizing the effectiveness of the Learner Guide Program in Tanzania, which was documented by both internal and external evaluations, DfID/FCDO subsequently awarded two additional grants through the GEC Transition Window to continue implementation in existing districts and to expand further into 13 new districts—mostly peri-urban—in five new regions in Tanzania. This funding goes through 2021.

Expanding from the current level of impact to reach more than 1 million children in Tanzania will necessarily require new and different sources of funding that enable long-term and sustainable implementation at large scale.

**Just as the design and delivery of the Learner Guide Program must be conceptualized in phases, there also must be a phased path to scaling the program's financing structure.**



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While recognizing the importance of building the Learner Guide Program into national budget lines to sustain long-term financing, RTSL members have also underscored the urgency of involving donors to support the gradual transition to scale. Scaling and sustaining Learner Guide implementation through full government financing is realistically a much longer-term endeavor. As such, it will be essential for CAMFED to both plan for and lay the groundwork for long-term financing through existing government systems, as well as to identify additional sources of financing to support the middle phase bridging the current work with the long-term aims. This phase of financing is often neglected but is needed to avoid the all-too-common “valley of death” where many effective solutions fall short.<sup>49</sup>

One potential approach for securing middle-phase financing is for existing donors to continue supporting CAMFED’s transition to scale and to full government ownership. Securing this type of middle-phase financing from existing donors requires increased advocacy on the part of CAMFED around the significance of the transition to scale and the importance of partnering with the Tanzanian government in the process. Building on its global leadership in girls’ education and eight-year investment in the Learner Guide Program in Tanzania, FCDO is well placed to continue to play a role in providing critical support as CAMFED and the government navigate this next phase of scaling.

Additional potential routes to financing this middle phase to scale include tapping into pooled funding or multi-donor collaboratives. Relevant opportunities include the Global Resilience Fund for Girls and Women, which brings together multiple social justice funders to support activists and organizations committed to serving adolescent girls and young women through the COVID-19 crisis,<sup>50</sup> and the GPE Multiplier, which matches US\$1 of GPE multiplier financing for every \$3 (minimum) of new and additional external financing mobilized by partner countries.<sup>51</sup> Pooled funding mechanisms and multi-donor collaboration can offer tangible benefits for supporting the

middle phase of scaling and contributing to large-scale impact, including by leveraging additional resources better than a single donor can, providing longer-term and more predictable sources of financing for grantees, and making funding more flexible.<sup>52</sup> At the same time, there are known risks and challenges to pooled funding, such as the increased time, effort, and capacity required for donors to work in a collaborative than to go it alone.<sup>53</sup>

Finally, an additional source of revenue to support the middle phase of scaling might likely come from young women who benefitted from the program themselves. CAMFED Association philanthropy is poised to become a major source of match funding, with individual young women “giving forward.” Currently, CAMFED Association members each support on average three girls to attend school, from paying school fees to providing housing to paying for books and uniforms.<sup>54</sup> This powerful source of local financing could play an important role in reducing the amount of external funding required to support girls’ education and economic empowerment—contributing to future financial sustainability. By 2025, total CAMFED Association philanthropy is projected to be valued at \$198 million, providing economic support to 2.2 million girls across five countries in sub-Saharan Africa.<sup>55</sup>

### **Integrating the program into the national budget is challenging but necessary for sustainability**

In addition to securing financing for the middle phase, CAMFED and partners have simultaneously been considering how implementation could be fully adopted and sustained by government actors and financed through existing government resources. While this is a longer-term endeavor, it is nonetheless essential to plan for this process now. A focus of the RTSL in Tanzania has been assessing how to lay the groundwork for this approach and work with the Tanzanian government to identify if, and how, the government might choose to integrate Learner Guides into existing programs and activities covered by public financing.

At present, government support for Learner Guide implementation has been primarily non-financial—for instance, the Learner Guide Program has been using government buildings for its programming and training, and key members of CAMFED’s volunteer support structures—including the teacher mentors, heads of schools, and CDC members—are primarily government employees. In order to move from non-financial to direct financial contributions from the government, the RTSL has identified three possible sources of government funds to consider. The first are central government funds that are approved by Parliament each fiscal year and include financing from foreign governments, donors, and others. The second category of funds are ministries’ annual budgets, also allocated by Parliament each year, with ministry spending discretion. The final category is “own source” funds, which are revenues generated at the local government levels and are distributed at the local level according to budgets developed by local councils. This final category may include allocations or reservations for marginalized groups, which would align well with the Learner Guide Program’s focus on rural girls. Additional potential sources of funding are from existing, relevant programs, such as SEQUIP, a five-year, \$500 million project supported by the World Bank where 50 percent of the project’s resources will be devoted exclusively to girls.<sup>56</sup>

Alongside these considerations, RTSL members have stressed the importance of integrating the Learner Guide Program into existing lines in the national budget, rather than trying to create a new budget line. However, identifying the right line item has been a challenge. Lab members’

own investigations into local government budgets and plans for existing funded program areas have identified potential existing budget line items, such as the “young mothers’ line,” a loan program eligible to any woman, but it is not clear what the pathway to integration could be. Engaging the Ministry of Finance and Planning (MoFP) in the Learner Guide Program’s expansion could help better inform any plans for budgetary integration.

The need to integrate the Learner Guide Program into the national budget to ensure long-term sustainability is complicated by the reality that the Tanzanian government’s budget is significantly constrained and, in particular, the government budget for education has been on a downward trend. For many years, the education sector’s aspirational budget submitted by the MoEST to MoFP has been cut significantly.<sup>57</sup> In the FY 2019/20 budget, for example, the education budget allocated faced a 7.7 percent reduction in real terms from the previous year.<sup>9</sup> Similarly, government expenditure on education in 2018 was only 3.7 percent of Tanzania’s GDP, down from 4.4 percent in 2017.<sup>58</sup> Given this reality, successfully integrating Learner Guide Program delivery into the existing budget is unlikely unless it is possible to do so in a way that is budget neutral—or even better, budget-saving.

Moving forward, it will be essential to develop a financing strategy for scaling the Learner Guide Program that more significantly includes government financing over time with recognition of the ongoing, critical external support required during this tenuous middle phase of scaling.

**The development of cost projections to scale the Learner Guide Program, undertaken by the RTSL, offers a concrete starting point for CAMFED and the government to develop a resource mobilization plan, including identifying opportunities to embed elements of the program into the existing education system.**

g. Approximately 70 percent of the FY 2019/20 budget was reserved for recurrent expenditures like teacher salaries, which accounted for approximately 44 percent of the total budget (UNICEF, “Education Budget Brief 2020: Mainland Tanzania,” (2020), <https://www.unicef.org/esa/documents/united-republic-tanzania-budget-briefs-2020>).

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## Enabling environment

Even with robust design, delivery, and financing of an innovation, the broader enabling environment in a particular context can play a significant role in either constraining or facilitating the process of scaling. This broader environment includes everything from political to economic to social to cultural considerations. As a result, an essential element of scaling includes investigating the potential opportunities and obstacles that arise within and beyond the education system and adapting plans as necessary in response to changes in the broader environment. In the case of the Learner Guide Program, several key factors in the enabling environment in Tanzania supported the expansion of the program to date and suggest a promising path forward for continued integration into government structures. These include the alignment among improvements in quality learning, the educator workforce, and girls' empowerment targeted both by the Learner Guide Program and prioritized by the national government; the convergence on life skills education as a key component of quality education; and the clear need for multisectoral and cross-sectoral approaches to tackling education challenges in Tanzania. Given its close alignment with government programs and policies, the challenge looking ahead will be to ensure that the Learner Guide Program feeds into these new initiatives, rather than duplicating efforts.

### **Learner Guide Program aligns with and advances national government priorities**

The Learner Guide Program's close alignment with existing policies and government priorities has helped position it as a strong potential solution for issues related to quality education and gender equity and offered an important avenue to build government engagement in the program.

The government of Tanzania views quality education as “a strategic change agent for [the] mindset transformation” needed to achieve the level of “competence and competitiveness” required to achieve its Vision 2025 and beyond.<sup>59</sup> The latest Education Sector Plan (2016/17 – 2020/21) acknowledges the gains made in girls' educational access while still needing to improve girls' learning outcomes and stem their high dropout rate during transitions into and during secondary school.<sup>60</sup> The Education Sector Plan includes a strategy to advance gender equality by “enhancing access of girls to female role models throughout the education system.”<sup>61</sup> In this context, efforts to “transform the education system so that it can develop the human capital in tandem with the socio-economic changes envisaged in the Vision 2025”<sup>62</sup>—a stated priority for the government—will require such transformation to be as focused on efficiency, effectiveness, and outcomes as it is focused on

creating gender-equal structures, roles, norms, and power relations within the education system. The Learner Guide Program is well positioned to support transformation across both pillars of education outcomes and gender equity, contributing to improved life outcomes for both girls and boys.

Historically, Tanzania has placed emphasis on addressing access issues in education, especially for marginalized populations, such as girls living in poverty and/or in rural communities. To this end, Tanzania introduced a Fee-Free Basic Education Policy in December 2015, which eliminated school fees for basic education from preprimary through lower secondary.<sup>63</sup> While this was an important step, it is clear that beyond direct financial and material barriers, female students also face a range of psychosocial issues that can contribute to their isolation at school and affect the quality of their learning.<sup>64</sup> CAMFED's approach to providing psychosocial support, life skills education, and wraparound safety nets as a package therefore addresses this gap in education policy and delivery. Further, considering the government's broader goal of achieving gender equality in and through education—not just supporting girls' access to school or strengthening their academic performance—CAMFED's approach also extends government priorities toward gender-transformative systems change by addressing



the underlying drivers of inequality that girls face in school and in their post-secondary transitions. This approach toward gender equality, in turn, supports critical life transitions and education outcomes, especially for girls.

As discussed above, the Learner Guide Program also addresses another education systems challenge faced in the country: a chronic shortage of quality (female) teachers, especially in rural areas.<sup>65</sup> Tanzania's National Five-Year Development Plan for 2016-2021 articulates improvement of teacher-pupil ratios, the teaching and learning environment, and the work environment for teaching staff as top priorities.<sup>66</sup> Its National Framework for Continuous Professional Development for Practicing Teachers also seeks to harmonize efforts to improve the quality of teaching and learning in the country. The Learner Guide Program directly addresses these priorities and has helped advance efforts to improve teaching

and learning in rural communities. In the short term, Learner Guides complement existing teachers who help support student learning and offer temporary relief to an already overtaxed and overwhelmed teaching staff. Their training in student-centered pedagogies also helps to strengthen the quality of education, making learning more active, engaging, and even playful. In the long term, the Learner Guide Program creates pathways for marginalized young women from rural communities to enter the teaching profession. Their entrance into a male-dominated profession ultimately helps to transform the education system beginning with the teacher workforce. And by widening the profile of educators to include young women who have overcome adverse backgrounds, Learner Guides serve as powerful role models for those learners coming from similar circumstances, inspiring them to raise their ambitions and expectations for themselves and potentially enter the teaching profession too.

**Together, the short- and long-term effects of the Learner Guide Program create a positive feedback loop in the education system for young women and extend the government's efforts to improve teaching and learning in order to achieve *gender-transformative* teaching and learning.**



A Learner Guide facilitating a My Better World session in Morogoro.  
Photo Credit: Anna Sawaki, CAMFED Program Manager-Development and Scaling Lab Researcher.

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## **MBW program builds upon government efforts to strengthen life skills among youth**

In addition to policy alignment, components of the Learner Guide Program also complement government efforts to increase the breadth of skills offered through the national curriculum. The MBW program emphasizes a suite of life skills that complement and support government priorities in youth development and socio-emotional learning as outlined in Tanzania's Education Sector Plan.<sup>67</sup> This includes skills such as critical thinking, goal setting and planning, confidence, self-determination, and focus—skills that are important for creating independent thinkers and for preparing youth for post-school transitions to the workforce.<sup>68</sup> These are also skills that students in Tanzania consistently perform poorly on.<sup>69</sup> Moreover, the Learner Guides' community service work and volunteerism aligns with the government's interest in building a "developmental mindset" and "empowering culture" in its population, as captured by Tanzania's Vision 2025.<sup>70</sup> In fact, Tanzania's Education Sector Plan references the importance of life skills alongside the development of literacy and lifelong learning.

Despite this alignment, experience to date has demonstrated that integrating new materials into the existing curriculum is a long-term process, requiring much discussion, revision, and consideration along the way. CAMFED's relevant approach to fostering life skills has made it possible to get the MBW program endorsed by TIE and its MBW book approved for use in all CAMFED-supported secondary schools. CAMFED's next aim is for the book to be included on the government-approved textbook list for all government secondary schools across the country to purchase and use. Meanwhile, CAMFED is seeking to link Learner Guides' trainings and experiences with a vocational qualification recognized by the government. However, because the MBW program's approach to life skills is broader than traditional technical conceptions, a clear path forward has yet to be identified. While the Learner Guide Program is clearly aligned with national priorities and has contributed to

building young women's technical skills, formally integrating it into the national curriculum or identifying a national vocational education certification recognized by the government requires a flexible approach moving forward.

## **Learner Guide Program's holistic focus catalyzes cross-sectoral government support**

In addition to the Learner Guide Program's alignment with Tanzania's national priorities, the program's holistic focus on youth development, economic development, poverty alleviation, and education systems strengthening have helped rally cross-sectoral support across different government ministries that do not necessarily have the mechanisms to collaborate or a history of collaboration. Among members of the RTSL, there was extensive agreement that the Learner Guide Program does not just support the education sector but rather brings together different sectors that empower youth. Thus, aligning with government priorities has meant demonstrating the Learner Guide Program's relevance across several government ministries, including the MoEST, PO-RALG, PMO-LYED, and MoHCDGEC.

Beyond the education sector, Learner Guides play a broader role in communities addressing root causes of dropout for girls that originate outside the school gate—including problems related to social welfare such as hunger, abuse, and early marriage—whose solutions require coordination across actors associated with multiple government ministries.

Through observing Learner Guides' multisectoral forms of support and mentorship, different ministries have come to see diverse forms of "value" in the Learner Guide Program, which has encouraged co-ownership of the program across sectors. For instance, while the MoEST sees the Learner Guide Program as enhancing its efforts at strengthening the quality of education, the PO-RALG sees value in the structural support Learner Guides offer the education system and the PMO-LYED values the program's focus on building skills, volunteerism, and youth empowerment.



Working and aligning with this diversity of sectors and actors can be both a blessing and a curse for the scaling process. On the one hand, the cross-sectoral nature of the program brings with it the possibility of receiving more support and financing across a larger number of government sources, potentially opening up additional avenues and resource streams for scaling. On the other hand, it makes having any single leader or owner in the government more difficult, requiring a level of cross-sectoral coordination that does not exist. This could raise real barriers to the scaling process, as without a single

government champion, there can be no one to lead difficult negotiations on matters of budget and human resources. Though the Learner Guide Program has encouraged greater cross-sectoral collaboration—realistically, without a government-wide directive to pursue holistic approaches to youth empowerment and gender equality—the status quo likely remains for each government entity to stay in its own lane. As a result, what makes the Learner Guide Program effective can also complicate scaling efforts given the complexity of the model and need to engage in cross-sectoral action, especially where such structures might not currently exist.

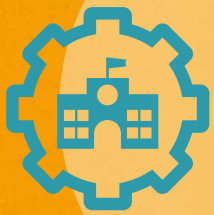


Students studying MBW materials in Ipeta Secondary School, Kilolo district in Iringa region.  
Photo Credit: Kumi Media.



## Figure 4. Lessons learned and recommendations

Lessons emerging from the Learner Guide Program's scaling journey to date center around three key themes, which will continue to play a critical role in future efforts, and can also inform the scaling efforts of other evidence-based education initiatives.



### Embedding the program in the formal education system

- Focus on how the program contributes to government policies and priorities.
- Plan for the evolving roles of government and innovators.
- Utilize financial and non-financial local incentives.
- Support an inter-ministerial coordinating structure.



### Securing flexible, long-term financing

- Engage directly with government budget processes and timelines.
- Build upon costed scaling analysis to guide strategic decisionmaking.



### Implementing a continuous learning process to support expansion

- Test adaptations as the model scales and use feedback loops to analyze the impact of adaptations.
- Adapt and apply a collaborative learning approach to support education systems change.

# Lessons learned and recommendations

The Learner Guide Program's scaling journey to date has revealed lessons and associated recommendations centered around three key themes, which will continue to play a critical role in future scaling efforts. These lessons and recommendations can help CAMFED and the Tanzanian government formulate plans to further expand the impact of the Learner Guide Program, but they also include transferable lessons relevant for a broad spectrum of stakeholders involved in designing, implementing, researching, or otherwise supporting the scaling of an evidence-based education intervention.

## 1. Embedding the Learner Guide Program into the formal education system

### **Focus on how the program contributes to government policies and priorities:**

Given its holistic nature, the Learner Guide Program addresses several educational, economic, and equity concerns in Tanzania with clear opportunities to directly support the government in achieving its goals. In addition, core principles that have contributed to the Learner Guide Program's effectiveness—such as interactive and playful pedagogy, locally-managed recruitment of young volunteers, and supportive mentorship—could help inform relevant policies. Moving forward, it will be essential to ensure scaling strategies center around how the Learner Guide Program contributes to the achievement of these government priorities, while ensuring fundamental elements of the program are not lost. For example, Learner Guide materials, community outreach structures, volunteers, and alumni can inform the implementation of national efforts to develop youths' life skills, such as through SEQUIP's "Safe Schools Program" where guidance counselors will take on roles similar to those of Learner Guides,

providing instruction in life skills, identifying and supporting girls at risk of dropping out, and working with community stakeholders to promote safe learning environments for girls. Given that Learner Guides have been adeptly carrying out these and other related tasks in marginalized communities since 2013 and given their deep connection to local communities, they could be a valuable contributor to the program in numerous ways. These include providing guidance and counseling to help teachers adjust to their new roles, informing the development of new curricular and training materials, and conducting outreach to local communities.

### **Plan for the evolving roles of government and innovators:**

During a scaling process—especially one transitioning from NGO-led to government-led—roles and responsibilities necessarily shift over time, with certain activities that the innovators took on at the pilot stages transitioning gradually to the purview of those delivering at large scale. While essential, transitioning roles and responsibilities can be a tricky process

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to navigate smoothly, and necessitates not only the innovators' openness to change, but also forward planning to ensure the handover happens without dilution of quality or impact. This requires a two-pronged effort: 1) sharing practical knowledge for implementation and engaging in open and creative discussions about adaptation for delivering at scale and 2) identifying where ongoing external partnership is required—including what specific role(s) the original innovators, such as CAMFED—can provide. Through the RTSL exercise focused on identifying cost projections as the Learner Guide Program scaled, CAMFED and lab members—including from government—started to identify which components the government could take on, and which CAMFED should maintain control over, perhaps transferring them to government in the future but maintaining a technical advisory role. Examples of the roles for CAMFED to maintain could include ongoing research and development (R&D), coordinating master training of Learner Guide trainers, and management of the Learner Guide alumnae network and related activities. Additionally, the government and CAMFED could explore jointly establishing “centers of excellence” or “resource centers” around the country to identify, select, and train the next cadre of youth to serve as Learner Guides, or provide continued professional development for government teachers on delivering life skills instruction.

### **Utilize financial and non-financial local incentives:**

Arguably, what is core to the Learner Guide Program's effectiveness is relying on young female volunteers to deliver the life skills program, but maintaining this element of the intervention is also potentially its biggest challenge to scale. At the same time, the Learner Guide Program is not the first volunteer-based initiative to successfully scale, and other examples offer instructive lessons to guide future expansion of the program, including the importance of incentives to motivate and sustain quality

efforts. These can include not only financial incentives but also intrinsic motivation, civic responsibility, and the opportunity to build an enhanced standing in local communities with recognition of their service leadership. Not only must incentives be desirable, but they must also be affordable at scale. Currently, two primary incentives for the Learner Guides are interest-free loans, which enable young women to establish or grow small businesses, and a BTEC level 3 qualification, which can support them in furthering their education and employment opportunities. Despite the appeal of these incentives (and evidence of their effectiveness in other countries), there have been some limitations to their applicability in Tanzania. Identifying additional, existing loan schemes and accreditation programs that are more applicable in the local context—rather than attempting to retrofit an external model into the national system—may help in the long run to sustainably advance the Learner Guides' economic empowerment and well-being. Examples of existing government loans that Learner Guides could access include PO-RALG's “council's loans” and PMO-LYED's “youth development loans.”

### **Support an inter-ministerial coordinating structure with sufficient knowledge and authority:**

Scaling through gradual handover to government requires a coordinating structure to make decisions, harmonize efforts, and ensure the work of scaling moves forward—particularly for an initiative like the Learner Guide Program that cuts across various ministries and is beyond the mandate of any single department. The scope and functions of this coordinating structure must be realistic given the existing system and supported by a mandate at the highest possible political level to help ensure stakeholders at all levels see the scaling process as central to their daily work. When possible, there are benefits to building on existing structures—rather than creating new ones—to avoid duplication or the risk of parallel processes. In particular, a working



group could facilitate the integration of specific components of the Learner Guide Program into relevant ministries (for example, the training of youth volunteer Learner Guides sitting with the PMO-LYED, the implementation of life skills education by youth volunteer Learner Guides sitting with the MoEST, and the identification and training of teacher mentors and other

relevant mentors sitting within PO-RALG), while ensuring there is alignment across ministry priorities and availability of necessary resources and support. Further, focusing on a single multisectoral initiative, such as the Learner Guide Program, can help strengthen cross-ministry collaboration, paving the way to advance future holistic efforts.

## 2. Securing flexible and long-term financing for Learner Guide implementation

### **Engage directly with government budget processes and timelines:**

While long-term government financing is often needed to support the sustainable scaling of education initiatives, implementers like CAMFED frequently face challenges in understanding the processes by which government budgets are set. Discussions within the RTSL in Tanzania underscored that more clarity is needed on national budgetary processes and how to align with or integrate with these processes—where, at what stage, and with whom—in order to mobilize long-term resources for sustainable scale. Discussions have also underscored the importance of engaging with the Ministry of Finance and Planning throughout the scaling process. Going forward, CAMFED and other nonstate actors seeking to integrate effective initiatives into formal education systems would benefit from clear and practical information on budgetary processes and timelines to inform plans for scale from the start.

### **Build upon costed scaling analysis to guide strategic decisionmaking:**

Cost data and analysis are critical for making decisions about scaling, including to make the case for investment to government stakeholders, plan for scale, and explore opportunities for cost efficiencies and adaptations to lower cost. The Learner Guide Program's costed scaling plan identified the program's primary cost drivers and actionable next steps to experiment with joint government implementation in new districts. At the same time, the cost analysis underscored the need to support local capacities to collect, analyze, and use cost data to inform scaling projections. While the lab helped start the process, work remains to continue exploring how and where the program costs could be most effectively integrated within the government budget, and to share these insights in an ongoing way so that other implementers grappling with the same questions might benefit. Because integrating into national budgets is a long-term endeavor, donor support to navigate this fourth phase of scaling will be essential, including flexibility to respond to unanticipated opportunities and challenges, as well as to experiment with different approaches as CAMFED and the government work more closely together.

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### 3. Implementing a continuous learning process in support of the Learner Guide Program's expansion

#### **Continue to test adaptations to the model as it scales and use iterative feedback loops to analyze the impact of adaptations:**

Scaling is an iterative process that requires ongoing adaptations to both the model and approach. An important lesson from the Learner Guide Program to date is the need for flexibility and adaptability among all partners to respond to a rapidly changing environment. CAMFED has implemented numerous changes to the Learner Guide model throughout the years—often in response to feedback from Learner Guides themselves—which has strengthened the approach and made it more contextually appropriate. Moving forward, adaptations made should be systematically planned, monitored, and well documented to ensure they strengthen program impact, inform further refinements, and safeguard learning so it is not lost during the process. Resources exist to support education actors in this area, including the “Adaptation Tracker” tool developed by CUE in partnership with colleagues from several scaling labs.<sup>71</sup> Some potential aspects of the Learner Guide model to test include the number of training days, training approach, and digitization of data collection and of program materials.

#### **Adapt and apply a collaborative learning approach to support education systems change:**

The Tanzania RTSL underscored the tangible benefits of a participatory, continuous learning approach to scaling the impact of the Learner Guide Program. The scaling lab helped plant a seed that CAMFED, the government, and other key stakeholders can nurture in the coming years—engaging diverse stakeholders in systematic, data-driven reflection to inform ongoing adaptation and learning. Where possible, this type of collaborative, continuous learning approach should be embedded into government institutions, such that government stakeholders can own and lead the process and ensure the learning and reflections can feed into decisionmaking. Looking ahead, CAMFED, the government, and other scaling lab members should develop concrete plans for advancing the most effective elements of the RTSL and identifying additional adjustments needed—particularly as they enter this next phase of scaling and confront inevitable trade-offs between quality, equity, and scalability. CAMFED and partners can also draw from this experience in Tanzania as they co-create a scaling lab-like process in Zambia and Zimbabwe, with recent support from GPE’s Knowledge and Innovation Exchange.

# Conclusion

After almost a decade of managing a tenuous balance between effectiveness and equity while growing in scale, the Learner Guide Program is arguably approaching its most challenging phase. With its many successes and deliberate attention to sustainability and scale, the Learner Guide Program is well poised to navigate the transition from a government-sanctioned program to a government-owned program supported by communities. This phase will require continued adaptation and learning, particularly around joint implementation with

government partners. It will require collecting timely and relevant data—utilizing appropriate technologies—to ensure the Learner Guide Program’s efficacy at improving learning outcomes and girls’ empowerment and well-being is not lost as it expands. It will also require securing external financing for continued expansion in the medium term, while simultaneously identifying opportunities to integrate activities into the existing government budget to reach national scale and maintain the program’s critical impact over the long term.



Sophia (CAMFED Association member and Learner Guide), Kilosa, Tanzania. October 2019.  
Photo credit Eliza Powell.



# Annex I

## Methodology

The RTSL approach was developed and informed by the findings of the first phase of the Millions Learning project,<sup>72</sup> as well as seminal scaling literature,<sup>73</sup> innovation hubs, adaptive learning mechanisms, and a wide range of related methodologies and frameworks such as improvement science, systems thinking, and change management. For more information, see “Real-time Scaling Lab Guidelines: Implementing a participatory, adaptive learning approach to scaling.”<sup>74</sup>

This study used a participatory, action research approach in which qualitative and quantitative data were collected, collaboratively analyzed, and fed back into the work being studied. In this way

(and unlike a lot of traditional research), the study informed practitioner learning and implementation course corrections in real-time. Simultaneously, this approach captured key insights and transferable lessons to share across the RTSLs and beyond the RTSL community. The approach was based on practice-oriented research design and a systematic but flexible methodology aimed to improve education practice through collaborative iterative data collection, analysis, dissemination, and uptake among researchers and practitioners in actual settings.<sup>75</sup>

Through the RTSLs, CUE seeks to address the following two primary research questions:

**How do key drivers contribute to the scaling process and how are key constraints mitigated or overcome? More specifically, what works and does not work, for whom, under what conditions, in what contexts, why, and how?**

- How does the role of the “originating” entity evolve over the course of scaling and what role do incentives play?
- Where government capacity for institutionalization is insufficient, how are these gaps addressed?
- How is output, outcome, and/or effectiveness data collected, analyzed, disaggregated, and used to inform decisionmaking about implementation, adaptation, and scaling in real-time and what are the primary barriers and facilitating factors?
- How is cost data collected, analyzed, disaggregated, and used to inform scaling decisions and what are the primary barriers and facilitating factors?
- How does adaptation happen in real-time given funding, timeline, capacity, and institutional constraints?
- How are educators effectively engaged in the scaling process, including teachers and heads of schools?
- How are leaders and champions cultivated and sustained at different levels of the system in support of scaling? How are oppositional forces mitigated or reduced?
- How are initiatives resourced in the middle and long term (financially and in-kind) and what is the process/strategy for securing these resources?



## How can the link between gathering evidence around scaling and putting this knowledge into practice be strengthened?

- How is adaptive capacity fostered among key decisionmakers and institutions?
- How has the scaling lab process contributed to each intervention's progress toward scale and what are the essential components of an adaptive learning mechanism that can help to scale education interventions?
- What type of tools or support do decisionmakers need to scale effective education interventions beyond evidence alone, from whom, and in what format?

To answer these questions, this study undertook two strands of research: 1) learning more about how scaling happens, and in particular, testing assumptions that underlie key scaling drivers identified in CUE's and others' previous research and developing new theories as needed; and 2) learning more about how to support the process of scaling in education and investigating the role that a continuous learning approach with intermediary organizations<sup>h</sup> might play. While much evidence exists already about what key scaling drivers are, more evidence and guidance are needed on how scaling takes place and how previously identified drivers play a role, particularly in education.

The study took a comparative case study approach, with each lab serving as an individual case and each employing a shared approach to data collection, analysis, and reporting. Flexibility was embedded in the approach to allow for the emergence of unanticipated aspects. As Yin<sup>76</sup> detailed, "In general, case studies are the preferred method when (a) "how" or "why" questions are being posed, (b) the investigator has little control over the events, and (c) the focus is on a contemporary phenomenon within a real-life context." He further underscored that the need for case studies "arises out of the desire to understand complex social phenomena"—such as the process of scaling in education—where the individual context is highly relevant. In line with this criteria, the RTSL case studies seek to answer "how" and "why" questions around scaling in education—focused on scaling processes that are taking place contemporaneous to the study—that are highly dependent on local context, with

a significant number of variables, and in which many variables are beyond the study's control.

Criteria for selecting the cases included:

1. demand (a committed local partner with aligned interests and capacity to engage);
2. evidence of effectiveness of the initiative being scaled;
3. strategic timing (where there was a reform process underway or another catalyst to leverage);
4. political will and buy-in from government partners; and
5. a critical education issue facing many countries to be addressed.<sup>77</sup>

Additionally, the study deliberately sought to include diversity across cases, including geographic location, fragile and crisis-affected contexts, type of education intervention and target beneficiaries, phase in the scaling process, and scaling pathway pursued. The rationale for this stratified selection process was to allow for in-depth investigation of how key scaling drivers operate across different contexts, at different stages of scaling, and when scaling different types of initiatives. At the same time, this stratification strategy also allowed for testing one of the study's assumptions—that despite differences in context, interventions in the process of scaling often face common challenges and opportunities and would benefit from knowledge exchange with other efforts.

h. Intermediaries are third-party institutions or initiatives that play key roles in the process of adapting, transferring, and scaling an initiative, such as coordination, documentation, capacity building, or evaluation.



Data were collected by CUE and scaling lab researchers from each lab through primary and secondary means. For the primary research, CUE developed a set of tools to document the lab participants' scaling journey, the role of key scaling drivers in scaling impact, and the progression of the RTSL itself. These included interview guides, scaling checklists, convening evaluation surveys, quarterly lab report worksheets, and templates for developing in-depth research briefs on specific "drivers." Secondary, contextual data was collected on each scaling case (including information on the education conditions in each country and existing research on the particular intervention being scaled).

To analyze the data, CUE employed a conceptual framework for scaling in education developed from a review of the scaling literature and further refined by the Millions Learning project (itself a review of existing research on scaling plus fourteen in-depth case studies). The Millions Learning framework includes 14 core ingredients (or key scaling drivers) that, in different combinations depending on context, contribute to the scaling of effective innovations and practices that improve learning. These core ingredients are elements found to be essential for designing, delivering, financing, and fostering an environment that enables sustainable scaling of proven quality education. For a more detailed discussion of the individual scaling drivers, see "Millions Learning: Scaling Up Quality Education in Developing Countries."<sup>78</sup> Additionally, the conceptual framework also utilized research on systems frameworks—most specifically, the notion of "leverage points" (pioneered by Donella Meadows)<sup>79</sup> to identify small but powerful intervention levers in a system in which a small shift in one element produces exponentially larger changes in the system. For this case study, CUE specifically examined (1) how the Learner Guide Program did or did not make progress towards scale and what factors and forces affected this degree of progress, (2) the Learner Guide Program's real-time scaling journey through the framework of the previously identified key drivers, (3) scaling constraints faced and how those were perceived and addressed, and (4) if and how the Real-time Scaling Lab contributed to the scaling of the Learner Guide Program.

Data were first organized into the four broad categories defined in the Millions Learning framework: 1) design, 2) delivery, 3) finance, and 4) an enabling environment for sustainable scale. Within each category, data were then coded in sub-categories by individual driver or issue—drawing from the original list of 14 core drivers while also seeking to identify additional drivers, levers, or themes not included in the original framework. From this coding, CUE identified an initial list of themes and topics emerging as relevant or interesting. CUE then worked to refine and flesh out these themes and topics and develop an initial set of findings through further consideration of the coded data and triangulation of information through additional interviews and discussions with key stakeholders. To identify areas of convergence and divergence—as well as possible alternative explanations of findings—CUE cross-referenced its findings with the existing science of scaling literature, as well as compared the results of this case study with experiences in other Real-time Scaling Labs. Through several rounds of further investigation, consultation of data, and analysis, CUE continued to refine its analysis. Findings were shared with the Millions Learning International Advisory Group members (see Annex III for full list) for interrogation, as well as with peer reviewers, before finalization. The report was also reviewed by key stakeholders in Tanzania, including by the scaling lab manager and scaling lab researcher, and representatives from CAMFED.

There are limitations to a case study-based approach, including the inability to demonstrate causation or make broad generalizations and the risks of subjectivity of informants. Selection bias might also exist whereby the selection criteria employed may have resulted in a sample of cases more likely to successfully scale than the average education initiative, which may limit the transferability of conclusions. Further, CUE recognizes that playing an active role as an intermediary in supporting scaling in each case has the potential to introduce bias into the analysis. In particular, there is risk that the role of Brookings—a well-known think tank—influenced the scaling process and role of key drivers during the RTSL process in a manner that would not hold true without its involvement.



# Annex II

## Full list of representatives in the Tanzania Real-time Scaling Lab

**Retired Assistant Social Welfare Commissioner – CAMFED Board Chair**, CAMFED

**Focal Person of the Integrated Program for Out of School Adolescents (IPOSA)**, Institute of Adult Education

**Teacher Mentor**, Iringa District Council – Lipuli Secondary School

**Assistant Director of EMIS Department**, Ministry of Education Science and Technology (MoEST)

**Commissioner of Education**, Ministry of Education Science and Technology (MoEST)

**Senior Social Welfare Officer**, Ministry of Health, Community Development, Gender, Elderly, and Children (MoHCDGEC)

**District Education Officer**, Morogoro District Council

**Coordinator - Compliance, Monitoring and Evaluation**, National Council for Technical Education (NACTE)

**Executive Secretary**, National Examination Council of Tanzania (NECTA)

**Head of School**, Nyamagana Municipal Council – Mtoni Secondary School

**Assistant Director Secondary Education**, President's Office Regional and Local Government (PO-RALG)

**Director of Education**, President's Office Regional and Local Government (PO-RALG)

**Assistant Director Mobilization and Youth Economic Empowerment**, Prime Minister's Office, Labour, Youth, Employment, and Persons with Disability (PMO-LYED)

**Youth Development Officer**, Prime Minister's Office, Labour, Youth, Employment, and Persons with Disability (PMO-LYED)

**National Coordinator**, Tanzania Education Network/Mtandao wa Elimu Tanzania - TEN/MET

**Director of Educational Material Design and Development**, Tanzania Institute of Education (TIE)

**Executive Secretary**, Teacher's Service Commission (TSC)

**Deputy National Coordinator**, The Education Quality Improvement Programme – Tanzania (EQUIP-T)

**Acting Director of Training**, Vocational Education & Training Authority (VETA)



# Annex III

## Full list of Millions Learning International Advisory Group members (two cohorts)

**Chair (2017-2019):** **Hon. Julia Gillard**, 27th Prime Minister of Australia; former Chair of the Board, Global Partnership for Education; and Distinguished Fellow, Center for Universal Education, Brookings Institution

**Chair (2019-2021):** **Jaime Saavedra**, Global Director, Education Global Practice, World Bank; former Minister of Education, Government of Peru

**Modupe Adefeso-Olateju**, Managing Director, The Education Partnership Centre (TEP Centre)

**Manos Antoninis**, Director, Global Education Monitoring Report

**Luis Benveniste**, Human Development Regional Director, Latin America and Caribbean, World Bank

**Theresa Betancourt**, Salem Professor in Global Practice, Boston College School of Social Work; Director, Research Program on Children and Adversity

**Larry Cooley**, Senior Advisor and President Emeritus, Management Systems International; Nonresident Senior Fellow, Brookings Institution

**Claudia Costin**, Director, Center for Excellence and Innovation in Education Policies (CEIPE), Getulio Vargas Foundation

**Luis Crouch**, Senior Economist, International Development Group, RTI International

**John Floretta**, Global Deputy Executive Director, Director of Policy and Communications, The Abdul Latif Jameel Poverty Action Lab (J-PAL)

**Laura Ghiron**, Vice President, Partners in Expanding Health Quality and Access

**Yaneth Giha Tovar**, Executive President, Association of Pharmaceutical Laboratories for Research and Development (AFIDRO); former Minister of Education, Government of Colombia

**Javier Gonzalez**, Director, SUMMA, Affiliate Professor, Center of Development Studies, University of Cambridge

**Sanni Grahn-Laasonen**, Member of Parliament, Former Minister of Education, Finland

**Afzal Habib**, Cofounder and Chief Imagination Officer, Kidogo

**Rachel Hinton**, Senior Education Advisor, UK Foreign Commonwealth and Development Office

**Maysa Jalbout**, Founding CEO, Abdulla Al Ghurair Foundation for Education; Nonresident Fellow, Brookings Institution

**Cassandra Kelly**, Founder and Senior Advisor, Pottinger; Founder, C-Change

**Shiv Khemka**, Vice Chairman, SUN Group; Chairman, The Global Education and Leadership Foundation (tGELF)

**Homi Kharas**, Senior Fellow, Global Economy and Development Program, Brookings Institution

**Lord Jim Knight**, Director, Suklaa Education

**Wendy Kopp**, Chief Executive Officer and Co-Founder, Teach For All

**Lucy Lake**, Chief Executive Officer, CAMFED

**Ruth Levine**, Chief Executive Officer, Partner, IDinsight

**Johannes Linn**, Nonresident Senior Fellow, Brookings Institution; Distinguished Resident Scholar, Emerging Markets Forum, Senior Advisor, Results for Development Institute

**Tamar Manuelyan Atinc**, Nonresident Senior Fellow, Center for Universal Education, Brookings Institution

**Nadim Matta**, former President and Founding Board Member, Rapid Results Institute

**Joe McCannon**, Co-Founder, Shared Nation; Co-founder and Faculty, The Billions Institute

**Kristen Molyneaux**, Vice President, Social Impact, Lever for Change

**Tamela Noboa**, Managing Director, Impact(Ed) International (formerly Discovery Learning Alliance)

**Darius Ogutu**, Director of University Education, Ministry of Education, Kenya

**Lant Pritchett**, RISE Research Director, Blavatnik School of Government, University of Oxford

**Ramanathan Ramanan**, Senior Vice President, Tata Consultancy Services; First Mission Director, Atal Innovation Mission, Niti Aayog

**Nathan Richardson**, Executive Vice President, Red Ventures

**Sara Ruto**, Chief Administrative Secretary, Ministry of Education, Kenya

**Asif Saleh**, Executive Director, BRAC

**Gus Schmedlen**, President and Chief Revenue Officer, Merlyn Mind

**Philipp Schmidt**, Director of Digital Learning Collaboration, MIT Media Lab

**Liesbet Steer**, Director, International Commission on Financing Global Education Opportunity

**Kedrace Turyagyenda**, Director, Directorate of Education Standards, Ministry of Education and Sports, Uganda

**Justin van Fleet**, President, Theirworld; Executive Director, Global Business Coalition for Education

**Emiliana Vegas**, Co-Director and Senior Fellow, Center for Universal Education, Brookings Institution

**Rebecca Winthrop**, Co-Director and Senior Fellow, Center for Universal Education, Brookings Institution

**Eliya Zulu**, Executive Director, African Institute for Development Policy (AFIDEP)

**Alix Zwane**, Chief Executive Officer, Global Innovation Fund

Note: This list of members spans two cohorts of advisory groups: One that ran from March 2017-August 2019, and one that ran from September 2019-August 2021.



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