Strengthening Basic Education System and Improving Learning Outcomes in Tanzania

A World Bank Policy Note for Tanzania – Mainland
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The implementation of the Fee-free Basic Education Policy (FBEP) in Tanzania since 2015 has led to consistent growth in the education sector. However, the rapidly increasing school-age population has been creating demands for additional resources and capacity that are often not met. Persistent challenges related to institutional governance and insufficient education spending toward core teaching and learning matters further hinder service delivery and result in inadequate learning outcomes. This note draws evidence from existing studies and available data, taking a holistic approach to assess the performance of the basic education system in Mainland Tanzania in the last decade. It describes the basic service delivery indicators but also goes beyond to analyze the underlying challenges in institutional governance and basic education financing. Recognizing that basic education can deliver fundamental literacy, numeracy, as well as socioemotional skills which are crucial building blocks for continued education and training, employment and lifelong fulfillment for all Tanzanian citizens, the policy note highlights the following areas that require attention:

**Equitable access.** The FBEP has expanded access to basic education and reduced gender disparity. However, inclusive enrollment and retention remain significant concerns. Of the student cohort entering preprimary education at age 6, in 2020, 68.7 percent managed to graduate from primary education and only 33.2 percent graduated from lower secondary education and rural, poor, and children with disabilities fare the worst. An estimated 3.2 million school-age children are still out of school. Gender equality and girls’ empowerment also need ongoing attention especially at secondary and higher levels of education.

**Learning outcomes.** Learning outcomes are challenged when measured by internationally benchmarked early reading and numeracy assessments at Standard 2. The average reading fluency for Tanzanian Standard 2 students was 26.18 correct words per minute (CWPM) compared to the 50 CWPM global benchmark, and only 5 percent of these students can be considered proficient readers. In mathematics, only 17.5 percent of the boys and 16.7 percent of the girls met the benchmark on addition and subtraction Level II. Annually about 20 percent of students fail the Primary School Leaving Examination (PSLE), the Standard Four National Assessment (SFNA), and the Certificate of Secondary Education Examination (CSEE).

**Quantity, quality, and management of teachers.** The education system suffers from a significant shortage of qualified and formally recruited educators. As of 2022, there was a deficit of more than 98,000 teachers in primary schools. Preservice teacher education struggles to attract the best candidates and train subject-based teachers in mathematics, science, and English. The curriculum for teacher education has not been updated since 2009. The government started to roll out a national Teacher Continuous Professional Development (TCPD or Mafunzo ya Walimu Kazini (MEWAKA) in Swahili) program in 2022, but there remain significant knowledge and skill gaps among Tanzania’s teachers. The often lack of coordination and overlapping mandates among multiple ministries, departments, and agencies involved in teacher management has negatively impacted on the quality of services delivered and attractiveness of the teaching profession.

**School learning environment.** Commendable efforts have been made since 2013 to expand school infrastructure through a community-based construction approach. However, the speed of school construction has not kept pace with the increasing demand, and challenges have been observed in the use of force accounts and community-based construction especially in the lack of quality supervision.
on the part of the local government authorities (LGAs) due to lack of funds and technical capacity. At the same time, insufficient budget releases and technical constraints prevent the Tanzania Institute of Education (TIE) from fully distributing textbooks, and the quality of textbooks requires action. The effective utilization of Information and Communication Technology (ICT) for education faces obstacles due to teachers’ lack of ICT competencies and limited ICT infrastructure and internet access in many schools. Furthermore, there are limited options for good-quality content service platforms in Swahili language, especially for preprimary and primary education.

The curriculum and language of instruction. Tanzania basic education curriculum which was last reviewed in 2015 to be competency-based, has not yet been fully implemented. There are disparities in the coverage of core competencies in the syllabus and textbooks. Furthermore, not all teachers have been trained in the new curriculum and textbooks, except for early grade teachers in reading, writing, and arithmetic (3Rs). Large class sizes hinder the teachers’ ability to adopt student-centered pedagogy in the classrooms. The switch from Kiswahili to English as the language of instruction in secondary school, without successful transition programs, negatively impacts learning outcomes due to inadequate English language proficiency on the part of students as well as teachers.
National examinations and learning assessments.
Tanzanian national examinations, including the SFNA, the PSLE, and the CSEE, are de facto high-stakes examinations with consequences on promotion and repetition. The predominant use of multiple-choice questions is not conducive to develop problem-solving skills for the students. Misalignment between the curriculum, pedagogy, and assessment further exacerbates the situation as teachers tend to teach to the assessment. Tanzania adopted internationally benchmarked learning assessment at Standard 2 but has yet to introduce regional or international learning assessment for higher primary and secondary grades. There is a need to strengthen teachers’ capacity for formative assessment as a critical part of classroom pedagogy to monitor student learning and provide ongoing feedback.

Governance and finance. Basic education in Tanzania is overseen by MOEST and PO-RALG. The former is responsible for policy and quality assurance while the latter for administration and management via vertical structure including ward, district, regional education offices. The fragmentation of governance, lack of capacity, and true empowerment at LGA and school levels result in diluted accountability in achieving results. On finance, the Government of Tanzania has exhibited commendable commitment by spending 17 percent to 21 percent of the total government budget for education over the past five years. Yet the government can improve the equity and efficiency of education spending. The current allocation of education budget is not equitably distributed across all levels and tends to be skewed towards higher education. Per student recurrent expenditure for primary students is about US$64, compared to US$1194 for university students. The amount of the government’s capitation grant released per primary student is extremely low at less than US$2 per primary student. Financing for core teaching learning programs such as TCPD is not assured and has been ad hoc. The insufficient investment in textbooks and instructional materials, basic school operations, and TCPD can have a detrimental effect on the school environment and hinder learning outcomes at the foundational primary school level. This, in turn, has a compounding effect on all subsequent levels of education and training.

While acknowledging the government commitment and progress made to date, the note is forward looking in its recommendations to address the challenges and improve the system performance in the long run. The government’s ongoing plan to reform the education policy and curriculum provides an opportunity for the recommendations to be considered. Efforts are already under way to improve the school learning environment, such as expediting school construction, national implementation of school based TCPD, and piloting of safe school program. The most challenging reform, however, will be in institutional governance and financing. Yet it is crucial for the system to improve accountability for results by reducing overhead and truly empowering the lower level LGAs and school management. Prioritization of education financing towards core education matters of teachers, teaching and learning, and targeting vulnerable children is also essential. Without addressing these two fundamental challenges of governance and financing, education reforms will be merely window dressing and risk not being implemented. The note recommends the following:

- Review the education governance at the national level across the relevant MDAs, to streamline the functions and potentially integrate basic education policy and implementation functions into one single ministry responsible, strengthen LGA capacity, and empower education leaders and school management for policy coherence, stronger accountability, and better service delivery.
- Increase funding for basic education on per student basis and improve its efficient utilization towards core teaching and learning such as TCPD, textbooks and teaching-learning materials.
Adopt targeted equity-based financing for poor, vulnerable and marginalized children, through bursary, school feeding and other demand-side interventions. It is also recommended that the government adopt a whole government approach and prioritize the bottom segment of rural poor LGAs for earmarked central transfers and other development assistance.

Improve teacher supply, strengthen the teaching profession by raising entry requirements, and consistent provision of TCPD linked to a career ladder. A single national policy framework for teachers that focuses on higher professional standards, more equitable deployment, better and regular support through TCPD, and continuous assessment of their content and pedagogical knowledge would encourage higher performance outcomes within the teaching profession.

Improve the development and distribution of textbooks and teaching-learning materials, as well as the use of ICT for teaching and learning. It is critical to modernize and transform TIE to be a center of excellence in curriculum development, research, and evaluation of education. Meanwhile, align the current efforts on Learning Management System (LMS), e-learning library, ICT integration strategy, digital skills framework, and hub schools to effectively ensure adaptation in the classroom.

Ensure equitable access to and quality of preprimary education. This needs government to strengthen the curriculum, effectively deploy adequate qualified teachers, train teachers in play-based child-centered pedagogy (preservice and in-service) and supply sufficient age-appropriate teaching-learning materials, especially picture and story books that reflect the Swahili culture and way of life.

Optimize learning assessments to contribute effectively to teaching and learning. Learning assessment such as 3R assessment could be implemented regularly and better used to improve teaching and learning in schools. Regional or even international assessment could be introduced at higher primary or secondary grades. Classroom-based formative assessment could be strengthened to complement summative learning assessment and high-stake national examinations.
INTRODUCTION

After six decades of development since its independence, the United Republic of Tanzania achieved lower-middle-income status in July 2020 with a gross domestic product (GDP) per capita of US$1,100. Between 2007 and 2018, the national poverty rate fell from 34.4 percent to 26.4 percent (World Bank 2019). National aspirations laid out in the Tanzania Development Vision (TDV) 2025 are to transition to a middle-income country with a high level of human capital development, characterized by improvements in the quality of livelihood for the people.

Education is recognized as a powerful instrument for social and economic development in Tanzania and a priority sector identified in the National Five-Year Development Plans (NFYDP). The sector has experienced steady growth, especially after the government formally introduced the Fee-free Basic Education Policy (FBEP) in 2015, which removed fees for one year of preprimary school, seven years of primary, four years of secondary (ordinary) level, and most recently, in 2022, the two years of advanced level secondary education (A level).

Tanzania’s school-age population is growing at the same high pace as the population at 3.2 percent per annum. The latest population census and its estimates reveal that there are 14.0 million 6-year-olds and 7–13-year-olds ready for preprimary and primary education, 6.1 million 14–17-year-olds for lower secondary (O level) and 2.6 million for post basic education in Tanzania in 2022, as compared to the current schooling capacity of 12 million in basic education.

The growing school-age population has increased demand for qualified teachers, infrastructure (classrooms, dormitories, latrines, libraries, laboratories, playgrounds, workshops), teaching-learning materials (textbooks, supplementary and reference books, chemicals, equipment, machines), as well as school water, sanitation, and hygiene (WASH) facilities. The government remains committed to FBEP and, in the past five years, it has allocated between 17 to 21 percent of the total government budget to education. However, education financing has experienced a decline after the initial boost in the beginning of the FBEP. Further, there are constraints in the governance, allocation of resources, and institutional capacity which prevent the most effective use of financing. The government has not yet been able to fully meet the demands of FBEP. Twenty percent to 25 percent of primary

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2 Tanzania (then Tanganyika) gained independence in 1961 and Zanzibar in 1963. In 1964, the United Republic of Tanzania (URT) was formed.
students drop out during or at the end of the primary cycle. The latest round of results from the national exams sounds another wave of alarm with more than 80 percent of students failing mathematics and English at the end of Form 2. The nation is confronting challenges in ensuring all children stay in school and achieve quality learning outcomes.

At the same time, Tanzania is affected by multiple new and emerging challenges, such as the global pandemic, war, and climate change. While Tanzania emerged out of the COVID-19 pandemic without too much learning loss as compared to other countries, it is severely affected by other global forces such as climate change and supply chain disruptions caused by the Ukraine war. These forces directly impact the livelihood of average Tanzanians and pose concerns regarding the role of education in fostering resilience. Thus, a fundamental question needs to be asked: Is the Tanzanian education system equipping its young generation with requisite knowledge, skills, and attitude to live a productive and fulfilling life? The sixth phase government led by Her Excellency Dr. Samia Suluhu Hassan, the president of the United Republic of Tanzania, is intent on improving human development, and it has constituted education policy and curricula reform committee to review and renovate the Education and Training Policy and Curricula.

The objective of this policy note is to provide a consolidated analytical snapshot of the challenges confronting the basic education sector in Tanzania, to suggest policy and institutional reforms, and to offer practical solutions to facilitate transformational changes. The note highlights the observable challenges in access, equity, and quality, but it also analyzes the education governance and financing constraints that underline the symptoms. It is based on a wealth of existing studies and data, complemented with insights and reflections from experienced education experts from the government, World Bank, and other development partners who have been tirelessly working at the frontlines of service delivery in Tanzania. The note benchmarks Tanzania with other education systems whenever relevant and feasible and provides broad policy recommendations to the government of Tanzania, as it deliberates on key reforms through the Education Policy Committee and the Curricula Review Committee. Huge efforts have been made by the government, especially Ministry of Education, Science and Technology (MOEST) and its implementing partner President’s Office – Regional Administration and Local Government (PORALG) and various agencies under the two ministries. While acknowledging the strides made toward reform, the note offers strong recommendations to streamline education governance and further deepen the decentralization and accountability of the education sector.
Tanzania has made significant progress in expanding access to basic education over the Education Sector Development Plan (ESDP) from 2016/17 to 2020/21. Since the formal introduction of FBEP in 2015, an additional 4.5 million children were enrolled in school between 2015 and 2022 (see left panel of figure 1). Since the introduction of FBEP, the net enrollment rate (NER) for preprimary, primary, and ordinary secondary education (O level) increased from 25.5 percent to 34.9 percent, 73.4 percent to 81.8 percent, and 24.3 percent to 38.3 percent respectively (see right panel of Figure 1). Enrollment in ordinary secondary registered most improvement.
The FBEP has helped alleviate gender disparity in enrollment, but gender equality and girls’ empowerment require vigilant attention. While girls have a slightly higher primary gross enrollment rate (GER) than boys, the boy-girl enrollment gap, which was initially closing from 2015 to 2019, has been widening since 2019 (left panel of figure 2). The transition from primary to lower secondary improved significantly from 67.0 percent in 2016 to 78.0 percent in 2022 with girls (76.7 percent) slightly lagging that of boys (78.2 percent) (right panel of figure 2).

The preprimary subsector saw a decline trend in enrollment rate since 2017 (figure 3), and there is limited access to preprimary education for marginalized groups. The GER dropped 36 percentage points between 2016 and 2020. The NER of 2022 shows that 62.6 percent of the school-age population are either out of school or enrolled in primary school. Children residing in marginalized geographies, such as remote, rural, and impoverished areas, as well as those with disabilities, face significant challenges in accessing both preprimary education and high-quality early education.
learning opportunities. Children who lack or have limited access to preprimary education tend to arrive at primary school ill-equipped, leading to increased rates of academic underperformance, repetition, and early dropout (Shukia and Marobo 2022).

Figure 3: GER and NER in preprimary education, 2016-2022

Enrollment and retention continue to be a concern, especially after primary school, for poor children in rural areas. The Household Budget Survey 2018 shows that school enrollment in Tanzania starts at 40 percent to 60 percent for preprimary school at age 5. It plateaus to about 90 percent at ages 10–11, but then starts to decline significantly. Figures 4 and 5 indicate that enrollment for the non-poor is consistently above that of the poor; and that of urban children consistently above rural children. Primary and lower secondary completion rates have remained largely flat since 2016. Overall, about 30 percent of students drop out by the end of the primary cycle. Tanzania’s primary completion rate is slightly below the Sub-Saharan African average whereas the secondary completion rate is significantly below the Sub-Saharan African average (figure 6).

Figure 4: GER by age and poverty status, 2011–2018

Figure 5: GER by age and location, 2011–2018

Of the 3.2 million school-age children who remain out of school, there are 1.2 million who have never attended school (Education Sector Analysis (ESA) 2021). Tanzania’s primary and secondary completion rates are below the Sub-Saharan African averages (figure 6). The primary retention rate for children with disabilities is 66 percent (compared to 85 percent for children without disabilities). According to the national Basic Education Management Information System (BEMIS), the main reason for students dropping out of school is truancy (AESPR 2021), while HBS data 2018 show that the main reason for dropping out is a believed perception that education is complete. According to the National Panel Survey (NPS 2020/21), 36 percent of children/adolescents in rural areas and 41 percent in urban areas did not attending schools because they were already ‘satisfied’ with the level of education obtained. Other contributing factors include long distances to school, failure in exams, informal fees, and the long wait times between the completion of lower secondary and the transition to upper secondary (HBS report). In 2022, the government introduced a reentry circular (MOEST 2022) clarifying that a student who has dropped out of formal education, due to various reasons, is allowed to return. Out-of-school children (OOSC) may also return by enrolling in various alternative education pathways (AEP) to complete their secondary education and obtain qualifications. However, there remain many children who have not finished their foundational learning but are in the job market, and considerable measures will be needed to educate and retrain them.

Figure 6: Primary and lower secondary completion rate (percent of relevant age group) in Tanzania and Sub-Saharan Africa

Student pass rates in Primary School Leaving Examination (PSLE) and Standard Four National Assessment (SFNA) exhibited an increasing trend until 2020 when the PSLE and SFNA pass rate started to decline slightly (figure 7). More than 20 percent of students fail the PSLE and SFNA exams. Similarly, while the national assessment Certificate of Secondary Education Examination (CSEE) results have been improving slightly, 20 percent still continue to fail the exam. When looking at the results by subject, failure rates of mathematics, science, and English are high across all national examinations. There are also low student learning outcomes reflected in the examinations at the end of the lower secondary education cycle. Mastery of the requisite lower secondary education competencies are stipulated in the national lower secondary curriculum. Of the 522,217 students (54 percent girls) who sat for the national examination at Form 4 in 2022, only 37 percent demonstrated either excellent (passed in Division 1, high (passed in Division 2), or good (passed in Division 3). The general trend over the years is 3 out of every 5 students who sat for the CSEE shows either poor mastery of the requisite competencies (passed in Division 4) or failed mastery of the requisite competencies for the lower secondary education curriculum upon completion of the four-year cycle.

Figure 7: PSLE, CSEE, and SFNA pass rates, 2011–2022

Tanzanian students’ learning outcomes are low when measured by internationally benchmarked early reading and numeracy assessments. (To date, there has been no participation in international assessments at the secondary education level.) Mainland Tanzania first participated in international or regional learning assessment in 2013 when it administered the Early Grade Reading Assessment (EGRA) and Early Grade Mathematics Assessment (EGMA) to rising Standard 3 students and continued its participation in 2016 and 2018. The 2018 EGRA and the EGMA indicate that among Standard 2 students, girls outperform boys in reading, but they lag behind boys in mathematics. Only 2 percent of girls reached the proficiency benchmark on EGMA, and 52 percent got “0” marks (compared to 46 percent for boys) (RTI International 2018). The gender gap further widens when students proceed to secondary schools and persists in higher learning, especially in science and technology-related academic programs. This means that girls are neither attending school nor learning to their full potential, which results in untapped human capital development for Tanzania (Tao 2018). Gender stereotypes also persist and manifest in the lack
of female head teachers. While half of the primary teaching force is female, only 20 percent of primary school head teachers were female as of 2019. In 2020, the government adapted the EGRA and EGMA instruments and carried out its own reading, writing and arithmetic (3R) assessment. Results from this assessment, however, were poor. Proficient readers are defined as being able to read 50 correct words per minute (CWPM), and the average reading fluency for Tanzanian students was 26.18 CWPM, which means that only 5.0 percent of these students can be considered proficient readers. In mathematics, more than 8 out of 10 do not reach the benchmark: only 17.5 percent of the boys and 16.7 percent of the girls met the benchmark on addition and subtraction Level II. The latest 2022 3R assessment results show little improvement since 2020.

Inequitable access and learning outcomes in education contribute to Tanzania’s overall low ranking on the United Nations Human Development Index (HDI)\(^3\) and the World Bank’s Human Capital Index (HCI).\(^4\) The HDI of Tanzania increased from 0.41 index in 2002 to 0.55 index in 2021, growing at an average annual rate of 1.60 percent and ranking 160 (out of 191 countries). Tanzania’s HCI 2020 was about 0.40, ranking 152 (out of 174 countries), slightly below that of Sub-Saharan Africa and well below other lower middle-income countries (World Bank 2022).

Foundational numeracy, and literacy and life skills are crucial building blocks for continued education and training, employment, and fulfillment. Studies confirm that skills beget skills (Heckman 2008); it is important to invest early to put every child in a virtuous and continuous cycle of lifelong learning and active participation in society. The most recent Organisation for Economic Co-operation and Development (OECD) study highlights that students who have higher levels of education tend to engage more in continued education and training as adults. For example, students who score higher in the Program for International Student Assessment (PISA) continue to score higher in the Program for the International Assessment of Adult Competencies (PIAAC) assessment. Foundational numeracy and literacy skills have been found to play a critical role in determining an individual’s productivity and ability to perform job-related tasks. Individuals with a strong foundation in numeracy and literacy are more likely to experience greater job satisfaction and fulfillment. Tanzania students are particularly weak in mathematics and English competencies, two important skills that lay the foundation for critical thinking, further learning, and global communication. A weak foundation for learning as observed in Tanzania, if not addressed, will have serious implications on the human capital development of the country’s youth, and jeopardize the country’s goals and aspirations to become a modern industrialized nation.

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3 The Human Development Index (HDI) is a summary measure of average achievement in key dimensions of human development, encompassing a long and healthy life, being knowledgeable and having a decent standard of living.

4 The Human Capital Index (HCI) is a summary measure of the amount of human capital that a child born today can expect to acquire by age 18, given the risks of poor health and poor education that prevail in the country where she lives.
ENSURING AN ADEQUATE SUPPLY OF QUALIFIED TEACHERS

Shortage of Teachers

Despite efforts to recruit more teachers, the education system suffers from a significant shortage of qualified educators. Teachers are arguably the most important ingredient for education. To date, there is a pupil-teacher ratio (PTR) of 62:1 in government primary schools, as shown in figure 8. There is a glaring regional disparity in PTR. The government standard PTR of 45 is only achieved in two regions: Kilimanjaro and Njombe where the PTRs were 37 and 43, respectively. The shortage of mathematics and science teachers is particularly acute in primary and secondary education. Many schools, especially in rural areas, rely on volunteer teachers. In Katavi region, for example, in 2022, the average PTR was 94 in government primary schools. Even in the Dodoma region, in 2022, the average PTR was 82:1 in the public schools.

Figure 8: Government primary school pupil-teacher ratio by region, 2022

Source: BEST 2022.
According to government official data in the Tanzania Basic Education Dashboard, as of 2022, there was a deficit of 98,161 teachers in primary education. This deficit is projected to double by 2030 if no efforts of recruitment is made to replenish the teachers who are retiring and to add new teachers to educate the growing student population (figure 9).

Figure 9: Primary Teacher Requirement projections, 2022–2030

In response to the deficit of teachers, the government has started to increase its annual effort to recruit teachers. In 2022, 9,800 teachers were recruited (5,000 primary and 4,800 secondary teachers). In 2023, it announced a plan to recruit 13,130 new teachers (7,801 primary and 5,329 in secondary schools). It has also started building teacher housing in remote areas, and there are plans to provide more support to volunteer teachers. This includes formalizing teacher contracts, providing a fast track for teachers to be recruited as formal teachers, and adding them in official statistics. However, more needs to be done to address the underlying issues. Ways to increase the number of teachers need to be an integral part of overall teacher workforce planning and budgeting, with consideration for the population growth of students and attrition rates of teachers, as well as a particular focus on the hardship of rural posts.
Quality of Teachers

The teaching profession in Tanzania is not yet attracting the best students. The government raised the enrollment criteria for joining preservice Teacher Training Colleges (TTCs) from Division 4 to Division 1–3 for certificate and diploma levels, and most students admitted to TTCs have completed their Form 4 studies with Division 3. There are still very few students with excellent marks of Division 1 or Division 2 entering the teaching profession. For example, in 2021/22 and 2022/23, 95 percent of the student intake at Vikindu Teachers’ College fell into Division 3; there were none from Division 1. This is one indication that many of those who choose TTCs have demonstrated weaknesses in some subjects. Some even failed mathematics or science, despite being trained to teach these subjects in primary schools.

The lack of progress in reforming teacher preservice education is a significant concern. The current two-year teacher certificate program still reflects the 2009 version of the school curriculum; it has not yet been adjusted to the 2015 curriculum, which leaves new teachers ill-prepared to teach the new school curriculum. There is a similar consensus that the three-year degree-level teacher programs are also insufficient. Teachers must grapple with familiarizing themselves with the new curriculum after they are newly deployed. Despite donor programs aimed at providing capacity building for college tutors and equipping colleges with classrooms, projectors, computers, and printers, these efforts have yet to be systematic and sufficient in addressing the challenges in teacher preservice programs. Little attention is paid to preparing teachers for the rapidly changing demands of the 21st century and equipping students with critical thinking skills. Essential competencies, such as classroom-based formative assessment and information and communication technology (ICT) skills, particularly needed in integrating teaching and learning, are largely missing from the current teacher education certificate, diploma, and degree programs. The ongoing policy and curricula review identifies the same challenges on teachers training and TCPD, and proposals for improvement have been suggested at all levels.

There is a shortage of subject-specific teachers in mathematics, science, and English, which require more intense subject-knowledge training. The two-year primary teacher education curriculum (certificate) covers all subjects taught in primary schools. Within two years’ time, student teachers must finish learning all subjects including a two-block teaching sequence (each eight weeks). While the amount of learning in a two-year program may be sufficient to train teachers of cross-cutting general subjects, it is not sufficient to train subject-specific experts of mathematics, science, and English, especially considering that most student teachers had only Division 3 results. Furthermore, the curriculum places a heavy emphasis on theory, rote learning, and traditional teacher-centered “chalk and talk” teaching methods. Supervision and mentoring during the block teaching sequences could also be strengthened. Student teachers are assigned to teach two of the most needed subjects each year, but the subjects may be changed in the second year, losing an important opportunity for the student teachers to build upon their subject-specific knowledge. Mentoring by schoolteachers is limited and vary from school to school. While college tutors are required to supervise the student teachers during the block teaching sequences, their visits are limited to assessing student performance rather than providing ongoing support. With limited learning time and inadequate guidance and mentoring, it is difficult for student teachers to master the knowledge and pedagogy required to be a subject specialist. The ongoing policy and curricula review is planning to address some of these challenges by institutionalizing internships for preservice teachers and raising the entry qualification for the diploma level.

Access to, and financing of, continuous professional development for teachers has been ad hoc and project-based. In 2021, the Controller Auditor General (CAG) reported that more than 80 percent
of Tanzania’s teachers have not had any professional training in the past 3–5 years. The government, with support from donors, had focused only on training early grade teachers since the last curriculum reform in 2015, leaving most teachers of upper primary and secondary schools not yet been fully trained in the new curriculum and textbooks, let alone continuous professional development.

Significant effort has been directed to a national rollout of mainly school-based TCPD (MEWAKA) since 2022, however, it is still in its early stages and is currently striving to get a foothold within schools. Coupled with challenges in preservice teachers’ education, this has led to knowledge and skills gaps among Tanzania’s teachers. There are indications that teachers’ content knowledge is not improving in some areas and could be much stronger. The World Bank Service Delivery Indicator (SDI) was conducted in 2010, 2014 and 2016 to capture the education service delivery experience. One indicator of the SDI was the minimum knowledge required of Standard 4 teachers to master the curriculum and quality of instruction. The SDI results of 2014 and 2016 showed that teachers are weak in tasks that require creativity and critical thinking, such as writing compositions or interpreting graphs. Between 2014 and 2016, while teachers improved in their knowledge of some mathematics topics, their English-language skills declined across the board (see figure 10) (Trako et al. 2019).

Figure 10: Trend in teachers’ content knowledge in language and mathematics, by type of task


Teacher Workforce Planning and Management

The management of the teacher life cycle in Tanzania is complex, cutting across the mandates of not only MOEST and the PO-RALG but also other numerous institutions and ministries. The requirements for entry, preservice curriculum, and examinations are set by MOEST and its institutions. MOEST sets the requirements for Form 4 graduates entering certificate and diploma programs in the TTCs and for Form 6 graduates entering degree programs in the universities. Tanzania Institute of Education (TIE) develops the certificate and diploma teacher preservice programs whereas the universities develop the degree preservice programs subject to Tanzania Commission of Universities (TCU) accreditation. The National Examination Council of Tanzania (NECTA) sets the examinations for student teachers graduating from TTCs certificate and diploma programs, whereas universities administer their own examination of the degree graduates. The complexity of institutions involved in managing teachers in Tanzania is found
in accordance with relevant governing laws. The Teacher Service Commission (TSC) has conducted a review of different policies, legislations, circulars, and guidelines, to show the multiple institutions mandated to manage this lifecycle.

Once the Ministry of Finance and Planning (MOFP) approves budget to recruit a certain number of new teachers, the President’s Office – Public Service Management and Good Governance (PO-PSMGG) approves issues a permit for recruitment, then hiring and deployment are managed by PO-RALG through the TSC and LGAs. Deployment is currently managed through a teacher deployment strategy that centers on a formula that prioritizing LGAs based on standards of PTR. TSC, which is constituted under the PO-RALG, contracts and registers the teachers and provides them with training on code of conduct. It also manages the Open Performance Review and Appraisal System (OPRAS). While teachers can apply to any specific openings, the most frequent transfer requests are those seeking to move from rural to urban positions. These transfers are allowed under the government policy. However, this approach contributes to the large disparity of PTR within LGAs, especially in rural areas which suffer more from teacher shortages.

There is a wide range of actors involved in the provision of the professional development for teachers (figure 11). Although established in 2015, the TSC has still not been able to fully undertake its broad mandates of teacher management due to inadequate human and financial resources. In 2018, the government approved the establishment of Teacher Professional Board (TPB) to take charge of professional standards and teacher certification matters, as an agency under MOEST. Though the TPB has not yet been operationalized, there are already overlapping mandates between TSC and TPB on teacher professional development. For example, PO-RALG and LGAs have the mandate to oversee the implementation of MEWAKA since its introduction in schools in 2022. However, to make MEWAKA successful, it needs the policy, technical and financial support. PO-RALG will need to work in close collaboration with MOEST and its agencies including TTCs, universities, and the quality assurance offices.

Figure 11: Multiple actors in teacher life-cycle management
Inadequate coordination between these agencies, as well as understanding and interpretation of their roles and functions, has affected recruitment into the teaching profession, teachers’ motivation and finally the quality of services delivered. While the MOEST increased pass-rate requirements and shortened the length of degree courses for preservice teacher education, the Higher Education Students’ Loans Board (HESLB) offered loans for education degrees but not diplomas. This led to an initial influx of teacher candidates at the university level but subsequent dwindling interest in diploma programs in the teacher training colleges. Meanwhile, the PO-PSMGG’s freeze on recruitment led to a low employment rate for teacher graduates, while the FBEP resulted in escalating PTR levels. With no promotion or increases in salary offered in compensation for the elevated PTRs, motivation among teachers decreased, affecting the quality of instruction and student achievement (World Bank 2021).

**IMPROVING SCHOOL LEARNING ENVIRONMENT**

**Provision of Classrooms and School Water, Sanitation and Hygiene (WASH) Facilities**

Since 2013, the government has made efforts to expand the school infrastructure to accommodate the growing enrollment, by using a community-based construction approach and force accounts. The Regulation of the Public Procurement Regulations (2013) defines a force account as: “A construction by the procuring entity itself or use of public or semi-public agencies or department concerned, where procurement entity or the public or semi-public agency uses its own personnel and equipment or hired labor.” In Regulation 168, community participation in procurement is defined as: “Where it is desirable to: call for the participation of local communities or farmers’ groups, increase the utilization of local know-how and locally manufactured products, employ labor-intensive methods and other appropriate technologies, the procurement procedures, specifications and contract packaging shall be adopted to reflect such interest of objectives.”

Community-based construction and force accounts have been shown to be more cost- and time-effective in increasing the supply of school construction. For example, the average unit cost of classroom construction is 40 percent cheaper at US$128/m², compared to US$213/m² under Secondary Education Development Program II (SEDP II) (P114866) (construction based on LAGs) and US$203/m² (average) under the Tanzania Productive Social Safety Net Project (P124045) (community-based construction). In the government’s 2018 School Construction and Maintenance Strategy, minimum standards were developed for preprimary, primary and secondary school construction. The government also refined its targeting strategy to prioritize needy communities for school construction and to reduce overcrowding and the average distance to schools. Using community-based force accounts over the past 10 years, the government has constructed 1,080 new primary and 474 new secondary schools. On average over 2,000 classrooms have been constructed annually.

The supply of school construction has not kept pace with the increasing demand. Since 2017, the pupil-classroom ratio (PCR) in government schools has averaged 77:1 (figure 12), and in remote areas of the country, it can be even higher, for instance, the PCR in Katavi region has reached to 130:1 (PO-RALG 2021). A shortage of WASH facilities and support also makes
it harder for girls to continue their education. There is also a lack of furniture and other equipment to meet the needs of the student population, particularly in lower classes. The inadequate infrastructure compromises students’ ability to learn in their formative years of education. Adequate furniture and instructional spaces are necessary for teachers and students to effectively engage in the teaching-learning process.

Figure 12: Pupil-classroom ratio and pupil-latrine ratio in government primary school, 2016–2021

Challenges have been observed in the use of force accounts and community-based construction. Reviews of the schools built through force accounts and community-based construction show that the quality, speed, and cost-effectiveness depend on several factors. Since funds are sent directly to the registered school, or ‘mother school’, when a new school is being constructed, the LGA engineers and environmental officers have a fundamental role in monitoring and supervising the works to ensure quality and adherence to the approved drawings and standards. However, the budget for supervision can be limited and, in some cases, there has not been adequate orientation to understand the drawings for school construction. Furthermore, to reduce construction costs, there have been contributions (in-kind or other) made by the community, and these community-based contracts do not specify safeguard procedures to be followed. Community contributions vary and more is needed to ensure realization of the important role of communities in school construction. More capacity building is required and strengthening of the supervision process for quality and structural safety assurance in line with the World Bank Environmental and Social Standards (ESS) and national regulations and policies is needed.

Source: PO-RALG 2021.
Provision and Quality of Textbooks

Textbook development, printing, and distribution in Tanzania is managed by Tanzania Institute of Education (TIE). Through TIE, the government centralized the development, printing, and distribution of textbooks in 2014/15. TIE has been at the forefront of curriculum development and review, and it is responsible for the development of essential curriculum support materials such as textbooks, manuals, guides, charts, kits, and multimedia teaching-learning materials. TIE also approves all teaching-learning materials produced by the private sector, development partners, and MOEST through the Commissioner of Education’s office, and it determines the acceptability of these materials for use in schools. Once printed, textbooks are distributed to the local government level and must be collected by the schools.

However, several factors prevent TIE from fully achieving its mandates, leaving schools with a shortage of textbooks. TIE does not consistently receive the budget appropriations needed for printing and distribution of teaching-learning materials. Only 39 percent of the budgeted amount for textbooks was released in FY2020/21. In addition, there is a need to ensure technical capacity building to TIE. In FY2021/22, the budget release increased to 89 percent overall, but only 28 percent of the lower secondary textbook budget was utilized. The result is that there is a textbook shortage in schools, especially in higher primary grades and select subjects. According to BEMIS (2021), while there is a ratio of 2:1 in the 3R subjects for early grades, the average pupil-textbook ratio (PBR) is 3:1 in primary schools. In lower secondary schools, the PBR is higher, with civics showing a PBR of 7:1, Kiswahili at 4:1, and English, basic mathematics, and physics at 2:1.

A review of the primary and secondary textbooks in Tanzania highlights key areas of improvement. The quality of Tanzania’s textbooks primarily depends on TIE’s capacity, even though the textbook development team typically includes university/college tutors, subject-expert teachers, and TIE curriculum developers. While there is generally good alignment between the syllabus and textbooks, a quick review of select textbooks shows that there is a need to improve alignment in the coverage of core competencies in the syllabus and textbooks. For example, while the current textbook for lower secondary history is expected to cover the competency to show “the ability to critically assess the events, conditions and factors which shaped the past and present conditions of the world” (TIE 2005), it contains insufficient references on world history and modern Tanzania, particularly the critical national reforms after its independence (e.g., self-reliance philosophy). While the competencies defined in the curriculum are expected to be developed progressively over time and not all competencies will be covered in-depth in one textbook, and while teachers are provided with teacher guides (primary) or practical guides (secondary) to guide the teaching and learning process, there is room for improvement in the quality of textbooks, which can be better determined after an in-depth textbook review. This is timely considering the ongoing curricula and policy review. In a vocational skills textbook chapter on entrepreneurship, there is a critical gap in the concept of “value addition” for promising entrepreneurs. In English textbooks, very little emphasis is placed on foundational literacy skills, such as phonemic awareness, phonics, grammar, and vocabulary. Other essential language learning elements, such as listening and speaking lessons, are also not well-integrated into the textbook content.

The quantity and quality of information contained in textbooks play a crucial role in safeguarding the quality of education, considering that textbooks are a uniform source of knowledge for all students in Tanzania. This is a particular concern in social science subjects such as history and civics, as the accounts of historical events must be not only accurate and relevant but also engaging and stimulating for the development of critical thinking. Textbooks should include more
than mere compilations of texts. Textbooks need to be supported by other reading materials including reference and supplementary books. Key words and concepts could be identified and highlighted, with special attention given to Kiswahili textbooks. Instead of Kiswahili textbooks using only functional information (e.g., announcements or directions), they could include more literary materials (e.g., classic tales and indigenous stories). More reading passages sourced from Kiswahili literary works would facilitate language learning while also teaching students to appreciate their mother language, its beauty and culture.

Textbooks could be better structured and organized, considering the system of knowledge and students’ cognitive abilities at their grade level. This is especially crucial for mathematics textbooks. For example, the topic of functions is usually introduced at Form 1, as it may be too challenging for most students prior to this age. The introduction of new concepts should follow a concise and logical structure based on prior knowledge. For instance, when teaching the area of a triangle in Standard 5, the textbook could guide students to explore how to assemble triangles to create a rectangle or a square by reviewing previously taught lessons on the area for these shapes. By emphasizing and revisiting previously acquired knowledge, students can enhance their cognitive understanding and make progress in their learning. There is also a need for more real-life problem solving that fosters critical thinking skills rather than focusing solely on computational responses.

A high-quality textbook should provide a diverse range of challenging and engaging activities that promote higher-order thinking skills. However, many textbooks still lack these elements. For instance, history textbooks frequently feature memory-based questions, such as multiple-choice items. In primary civic and moral education, the textbooks for social studies, science, and technology have a limited number of open-reflection questions, which are not evenly distributed. Moreover, textbooks often contain an excessive amount of text-based information, even in subjects like geography or world history. Incorporating more illustrations, such as maps, would be helpful for pedagogical instruction. To further support learning, ancillary materials such as audio recordings in English could be provided to support language acquisition. Overall, by incorporating varied and meaningful activities, ancillary materials, and thought-provoking examples, textbooks can better promote higher-order thinking and support students’ learning.

Reforms to the provision and quality of textbooks will require transformative changes for TIE to become a center of excellence, focusing on core matters of curricula guidelines and approval of all teaching learning materials. TIE has a monopoly over the curriculum and textbook supply chain, although the private sector is being encouraged to write and distribute supplementary and reference books to allow students to access more resources. TIE requires capacity building to be better able to nimbly respond to adjustments or updates needed to meet school demands for teaching-learning materials. Systemwide changes are key to ensure TIE is able to ensure the development of quality textbooks and teaching-learning materials as well as their timely printing and distribution.
Effective application of digital technology in education can help distribute quality content more broadly and equitably for students and teachers. The COVID-19 pandemic underscored the need to improve system resiliency through appropriate education technology such as in e-learning management. In Mainland Tanzania, the government distributed 300,000 tablets to primary and secondary school teachers with complementary learning management systems (LMS); teachers’ continuous professional development (TCPD) modules; school quality assurance offices; public teachers’ colleges; folk development colleges; education offices at regional, district and ward levels; the Vocational Education Training Authority (VETA); and the National Examination Council of Tanzania (NECTA). School leadership and administration are important factors to facilitate ICT integration into classrooms. Providing instructions on how to best use tablets in the teaching and learning process has become a concern because teachers have inadequate ICT competencies, and only a small proportion of Tanzania schools have access to internet connection. Further, there is a lack of good-quality digital content service platforms, especially for preprimary and primary education, in the Kiswahili language of instruction; English-language instruction tends to be the dominant medium for most of the available online platforms. TIE, with support from the World Bank’s BOOST and other partners, is developing an LMS and e-learning library to provide curriculum-aligned materials, accessible to all teachers.

While guidelines on ICT integration exist, their execution remains a challenge. Tanzania does not have an ICT in education policy, but MOEST developed ICT Competency Standards for Teachers in 2015 with support from the UNESCO-China Fund in Trust (CFIT) program. Unfortunately, these standards have largely been overlooked and not implemented in practice. Recently, new guidelines have been formulated, including the ICT in Education Inclusion Strategy for Tanzanian Schools and the Digital Skills Framework for Primary School Teachers under the Boosting Student Learning Outcomes Program (BOOST). However, further efforts are required to ensure these guidelines are effectively implemented and provide tangible benefits to teachers and students.

Use of Information and Communications Technologies (ICT) for Education.

Curriculum and Language of Instruction

Tanzania basic education curriculum was reviewed in 2015 when the government introduced the FBEP, but it has not yet been fully implemented. With the exception of early grade teachers, teachers are not all trained in the new curriculum and textbooks. In many rural schools, there is a shortage of teachers and classrooms which prevent the adoption of the new competency-based curriculum. Studies indicate that competency-based reform is more in name than in practice (Komba and Mwandanji 2015; Komba and Shukia 2019). Like other African countries, Tanzania has faced barriers in its drive toward successful implementation of a competency-based curriculum. These barriers include a mix of inadequate resourcing, especially in the provision of educational materials, and teacher competence (Fleisch et al. 2019). The 2015 curriculum, which claims to be competency-based, continues to be knowledge-centered. The pedagogy tends to be mostly a traditional teacher-centered “chalk and talk” approach; the overcrowded classroom also constrains teachers’ ability to adopt a more engaging, student-centered approach.

Tanzania’s language of instruction switches from Kiswahili to English in secondary school, without adequate preparation of English-language instruction for students. This switch has been criticized for negatively impacting learning outcomes in secondary education as shown in the poor CSEE
results. The change in the language of instruction has led students to struggle to understand English-language materials and has prevented them from sufficient language proficiency to perform well on national exams and in higher education. It can also affect teachers who may not have the necessary language proficiency to effectively teach. Research from both international and African language studies has indicated that language learning is generally more efficient after mastery of concepts and skills in the dominant language/mother tongue (Ouane and Glanz 2010). If the government continues the current language of instruction policy, proficiency goals in both the Kiswahili and English languages have to be strengthened for teachers and students at all levels. Extracurricular programs in English should be developed, especially as students transition from primary to secondary schools.

Tanzania is seeking to implement another round of reforms into its curriculum, with attention to basic skills as well as soft skills such as good manners that are useful in the labor market. However, the ambitious goals of curriculum reform cannot be achieved without equitably distributed, qualified and competent teachers who are innovative, cooperative, and able to continue in their professional development as they adapt to new students as they prepare to enter a growing and changing labor market.

National Examinations and Learning Assessments

The National Examination Council of Tanzania (NECTA), a semi-autonomous agency under MOEST, is mandated to administer all examinations and assessments in Tanzania, including the PSLE, the CSEE at the end of lower secondary education (Form 4), the Advanced CSEE (ACSEE) at the end of upper secondary, the national exams at the end of Standard 4 in primary and Form 2 in lower secondary education, and the exams for teacher training. Additionally, NECTA is also leading the national 3R assessment, which was modelled after the EGRA and EGMA, and assesses students in reading and arithmetic at the end of Standard 2.

Tanzanian national examinations, including the SFNA, are high-stakes examinations that have consequences on promotion and repetition. As illustrated in figures 3 and 4, students tend to drop out of school at critical grade-level examination points: Standard 4, Standard 7, Form 2, Form 4, and Form 6. At the end of Form 6, only slightly more than 10 percent of the cohort remain in school. These examinations are considered the guardians of education quality and serve as gateways to sift out underachieving students. Although the SFNA is technically a learning assessment, students are required to pass it before proceeding to Standard 5. Students are often asked to repeat if they fail the SFNA. Many end up dropping out after failing the SFNA.

Regular monitoring and evaluating student learning through learning assessment and classroom-based formative assessment are important for identifying areas of improvement and making necessary changes. The government could establish a system for monitoring and evaluating student learning outcomes to ensure that progress is being made. The current 3R sample-based national assessment could be strengthened and institutionalized. Once the new education structure is introduced with 6 years of primary education and 4 years ordinary secondary education (10 years of basic education), as well as the elimination of the PSLE, Tanzania could consider introducing a national assessment at Standards 5 or 6 for diagnostic purposes (not for selection of students) and based on lessons learned from the current SFNA. The planned sample-based national assessment at Form 2 could be informed by two pilot cycles that will be supported by the World Bank’s Secondary Education Quality Improvement Project (SEQUIP). Finally, there is a need to strengthen classroom-based formative assessment.
Based on the analysis of examination items, the use of multiple-choice questions in the SFNA and PSLE in mathematics may not adequately prepare students for the more complex questions they will encounter in secondary education. NECTA’s use of multiple-choice questions enables it to assess many students in a short period of time, and these assessments have been found to be the best way to maintain a high degree of objectivity. These types of assessments are used in other countries such as Turkey (Hannah et al. 2019). However, with the new curriculum focusing on competencies, learning assessments and examinations could play a larger role of supporting learning by using more open-ended questions that better assess competencies and higher-order skills. The discrepancy of results in the national versus international assessments points to the urgent need to review the current national Standard 4 assessment to bring it more in line with a competency-based curriculum. NECTA could use the item types in the OECD-PISA assessments as a basis for updating national assessments and examinations.

Overall, there is a lack of coherence and alignment between curriculum, assessment, and teacher instruction. In addition to the misalignment between curriculum and assessment illustrated above, teachers’ instructional content does not always match curriculum standards and examinations (Atuhurra and Kaffenberger 2022). Although teachers cover topics in accordance with the curriculum, they may spend instructional time emphasizing material that differs from the priorities of national examinations. For example, according to curriculum standards in mathematics, teachers should spend two-thirds of their total instruction time on number sense and measurement. However, studies have shown that they spend less than half their instructional time on these topics (Atuhurra and Kaffenberger 2022). Moreover, teachers have been distributing an equal amount of instruction time covering all five levels of cognitive skills development instead of spending more time on operations and measurements, which the exams prioritize. This suggests that there is an imbalance between the priorities of the assessment exams and the instructional time spent on various topics in the curriculum.
EDUCATION GOVERNANCE AND FINANCING CHALLENGES

Education Governance

Basic education in Tanzania is overseen by MOEST and PO-RALG. The former is responsible for policy and quality assurance while the latter for administration and management via vertical structure including ward, district, regional education offices under the auspices of LGAs. Each of the two ministries is headed by a minister, permanent secretary, deputy permanent secretary, education commissioner (MOEST), director of education administration (PO-RALG), and various directors. There are semi-autonomous agencies, including TIE, which is responsible for curriculum; NECTA for examinations; TSC for teacher management; National Council of Technical and Vocational Education and Training (NACTVET) for TVET regulations; Tanzania Council of Universities (TCU) for oversight of universities and tertiary colleagues; and Tanzania Education Authority (TEA) for grants. Some of these agencies have been under legal acts dating back to the 1960s and 1970s. These agencies all have semi-autonomous status, and some directly receive budget provision from the MOFP. They tend to be understaffed or underfunded, and often do not work in coordination with each other. For example, while TIE has introduced a competency-based curriculum, NECTA continues to adhere to a content-based curriculum in which testing depends mostly on rote memorization of facts and multiple-choice questions.

In the 1982 Tanzania Local Government Act, Tanzania devolved funding and responsibility for basic education to its 185 LGAs, but this has yet to be fully operationalized. While ward, district and regional education officers have been put in place by PO-RALG to aid decentralized service delivery, many education policy and planning decisions remain at the national level. LGAs’ discretionary budget and responsibility for basic education service delivery has been limited, and there are varying levels of financial and technical capacity for planning, coordination, and management. LGAs have little control over the earmarked funds at the central level and generate limited own-source revenue to finance their own three-year education plans. The latter are determined by an LGA’s capacity for revenue generation. This results in a mismatch between local needs and centralized priorities. The poorer LGAs have had the greatest increase in student enrollment due to FBEP and require extra support to bring them closer to national norms of education inputs, outputs, and learning outcomes.

Primary schools in Tanzania are led by head teachers under the oversight of ward and district education officers of PO-RALG and supported by school management committees. Schools develop annual Whole School Development Plans but most lack planning and budgeting guidelines, as well as the technical capacity and tools, to do so. The plans are often only partially funded due to the budget ceiling set by LGAs. Even though funds are being sent directly to the school via capitation grants (CGs), school managers have little autonomy on the use of CGs as there are strict guidelines that govern the use of capitation grants and the level of funding is low, at about US$2 per primary student. A lack of clarity regarding the FBEP may also have inhibited the willingness of parents and community to contribute financially. Parents are expected to engage in the management of schools through school management committees (SMCs), but the structures are not adequately empowered, and training has been lacking. Most head teachers and SMC members have not had access to continuous professional development.

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The fragmentation of governance, lack of capacity and true empowerment at LGAs and school levels result in diluted accountability in achieving results. In 2020, the World Bank conducted a governance and institutional assessment which revealed the governance “problem” in service delivery, pictured as a nine-step loop (figure 13).

Figure 13: An evolving picture of systemic constraints (problem statements) for quality education service delivery

01. Policy strategies are fragmented across ministries and LGAs, resulting in a weak ‘culture’ for results-oriented planning, as well as a lack of clarity on specific policy reforms.

02. Overlapping mandates and parallel ‘chains of command’ for decision-making (quality service delivery vs delivery of education services); policy dialogue lacks coordinated leadership.

03. No clear direction to ensure that resource mobilization and allocation at all levels is aligned with education reforms and targets.

04. Complex and competing data management, with multiple digitized systems set up regardless of ICT environment.

05. Limited capacities for LGAs implementation (activity) planning, matching school needs and LGA priorities.

06. Disjointed capacity-building efforts across MDAs for autonomous planning by LGAs, and inconsistent access to CPD for teachers.

07. No institutionalized school planning and weak capacities to mainstream school-based SQA follow up into decision-making.

08. No institutionalized linkage between school planning and planning for village development; potential of joint O & OD is not maximized.

09. School communities’ engagement is education development is driven by the need to fill resource gaps. And back to the beginning...

In Tanzania, government spending on the education sector has shown a declining trend. Immediately after the introduction of FBEP, the government’s budget allocation to the education sector increased to 22.2 percent of total government spending from 2015/16 to 2016/17. However, the budget declined in subsequent years, hitting a low of 18 percent in 2019/20. Although there has been a slight recovery in the last financial year (2021/22), with the budget for education rising to 19 percent, the government’s per student spending (including students of all levels) has de facto declined since 2015 due to the rise in school population (figure 14).

The government spending is not equitably distributed across all levels of education and favors secondary and higher education, especially on a per capita basis. The budget allocation for preprimary and primary education as a percent of total spending has declined since 2017/18. There has been a 50 percent drop in effective spending per primary student since 2016/17. Over the same time frame, the secondary education budget has nearly doubled in nominal terms on account of the extension of FBEP to secondary education, and per student spending remains higher than in 2016 despite large enrollment increases. The budget allocation for higher education (including tertiary technical colleges) is relatively high at around 20 percent of total education spending, and it has been on an increasing trend since 2018/19.
Table 1 highlights that the per student recurrent expenditure for primary students was US$64 (TSh151,000) in 2020, which is about 1/18th of the higher education per student expenditure. Within that, about 90.0 percent of recurrent spending are for salary expenditures, resulting in very low spending for supporting the quality of education in textbooks, other teaching learning materials, and basic school maintenance. For primary education, only 7.2 percent of total expenditures are for Instructional material; in secondary education it is 5.4 percent. The low level of spending on textbooks and other teaching learning materials help explain the inadequacy of textbooks in schools described above. The government’s capitation grant is supposed to cover maintenance, small repairs, and teaching-learning materials, but the amount released per student is extremely low, at about US$2 per primary student and US$4 per secondary student (see figure 16).
Insufficient investment in instructional materials and basic school operations can have a detrimental effect on the school environment and hinder learning outcomes. The meager allocation of capitation grants to schools undermines their capacity and autonomy, as the funds fall far short of meeting essential needs at the school level. LGAs and schools in relatively better off regions could supplement with their own resources. Also, LGAs and school communities in higher income regions tend to attract more and better qualified teachers, so the per student recurrent expenditures vary greatly among the regions and LGAs. Higher primary education spending per student is correlated with better learning outcomes (World Bank 2021). In regions where the average primary education spending per student was higher, a greater proportion of Standard 2 students achieved the oral reading fluency benchmark. In Iringa, where the per student budget is US$108 (T Sh 255,622), 8.0 percent of students achieved the benchmark. In contrast, in Katavi, where the per student budget is US$61 (T Sh 144,051), only 1.2 percent of students achieved the benchmark.

There is a need for targeted equity-based approaches to support the poor, orphans, or other vulnerable groups, or LGAs that lag behind in basic education. This would help prioritize the scarce resources toward needy children and needy LGAs. Currently, teachers are assigned to schools using a deployment formula, but transfers are still permitted. This system often leads to a concentration of more qualified and experienced teachers in urban areas and regions with better socioeconomic conditions. Concurrently, the capitation grant remains the same across regions and does not account for varying needs. If targeted measures, such as bursary schemes for orphans or hardship allowances for teachers, are in place, children from disadvantaged households, such as poor, rural, and where the head of household has no education, are more likely to enroll, and there would likely be more equitable allocation of teachers and other resources.
While Tanzania has made important strides in expanding basic education, it faces challenges in improving learning outcomes and achieving inclusive, and equitable, education. While the government approved the current version of Education Sector Development Plan 2022–2026 in 2020, since then, the global and national environment has been significantly impacted by the COVID-19 pandemic; the Ukraine war; fast-changing technology, especially involving artificial intelligence (AI); and the increasing awareness of climate change, its impact, and the critical role education needs to play for climate adaptation and mitigation. The government is planning to update the Education Sector Development Plan (ESDP) and has established two committees to review the ETP and the basic education curriculum.

The recommendations in this note provide timely input to the government reform process, and they represent the World Bank education team’s collective technical perspective on how to address the major challenges to reforms over the next plan period for basic education. The recommendations also include references to policies and practices from high-performing education systems whenever relevant.
STREAMLINE EDUCATION GOVERNANCE AND EMPOWER LGA AND SCHOOL MANAGEMENT

In most country systems, education is under the jurisdiction of a single ministry, the Ministry of Education, which is responsible for the development of education policies and their implementation including public service delivery. For Tanzania going forward, it is also advisable to have one single national ministry responsible for policy and quality assurance, as well as for implementation and public provision for basic education. Tanzania could streamline its various ministries and agencies responsible for basic education, review their mandates, and improve coordination at the national level. As of June 2023, with two ministries responsible for education, neither of them can afford to fully staff its basic education departments. There is also a higher overhead cost associated with PO-RALG and diluted accountability for student learning outcomes. A third-party management consultant could be useful to provide the government with a new blueprint for coordinating education management and enhancing accountability for student learning outcomes.

An effective education management system balances centralization and decentralization. This would enable the government to set and enforce standards while also allowing for local autonomy and decision-making. The structure could also have clear lines of accountability, effective mechanisms for monitoring and evaluation, and sufficient resources to support the education system. Tanzania could operationalize decentralization by providing LGAs a clear and strong accountability framework by which they would have more discretionary budgets and autonomy to manage schools within their jurisdictions and be directly accountable for results through key performance indicators. LGAs’ capacities for education service delivery could be institutionalize through a 3–5-year strategic plan (e.g., Education Sector Guidelines for Operational Planning) with an annual operational plan that includes key performance indicators (KPIs), such as the standardization of multiple planning processes, financing channels, and fiscal reporting.

The central government is also responsible for the redistribution of resources using targeted financing and other interventions to address the regional disparities that arise between LGAs. LGAs’ own source revenues collection could be strengthened across the board, but LGAs in rural and poverty-stricken areas may suffer chronic shortage of funds. A more targeted approach is needed to address the regional disparities in development. The government could agree on a system for ranking LGAs in terms of their own source revenues to target support to low-ranking LGAs. Measures could include higher capitation grant allocations for orphans and other vulnerable students, hardship allowances for teachers serving in those areas, and other central transfers to low-income LGAs. The government could also provide training opportunities for LGA officials through a structured capacity-building system that combines training modalities and covers priority capacity-building needs, which would be supported by ICT support and linked to a career ladder.

Minimum quality standards for preprimary, primary, and secondary schools could be established so that the government clarifies the minimum financing and inputs needed for schools to be functional. There are currently construction standards, but they are not fully adhered as illustrated above due to constraints in financing, capacity, and lack of clear accountability toward service delivery. Once standards are established, it is also important to update the per student recurrent expenditure, to increase the share that goes into teaching and learning, and the level of spending in preprimary and primary education.
School leadership plays a critical role in implementing education sector reforms. To strengthen school leadership and management in Tanzania, the following policies and measures could be considered:

- **Professional development.** Provide opportunities for continuous professional development for school leaders and teachers to enhance their skills and knowledge in school management and leadership.

- **Performance evaluation.** Implement a comprehensive performance evaluation system to assess the effectiveness of school leaders and teachers, which could include regular feedback and coaching.

- **Decentralization of authority.** Delegate authority to school leaders and teachers to make decisions related to school management and operations, while maintaining overall government oversight.

- **Resources allocation.** Provide adequate resources such as funding, instructional materials, and facilities to schools to support effective leadership and management.

- **Collaboration and networking.** Encourage collaboration and networking between schools, communities, and other stakeholders to share best practices and address common challenges.

- **Recognition and incentives.** Provide recognition and incentives for successful school leaders and teachers to motivate them and encourage others to strive for excellence.

Engaging the community strengthens the implementation of education reforms. FBEP had an unintended negative consequence on the community engagement. To enhance community involvement, the government could establish national guidelines for parents and community members’ engagement in their children’s education. In particular, communities could be encouraged to develop sustainable and innovative approaches for school feeding, which could be shared with and emulated by other communities. The government could commission a comparative analysis of good practices for community-based monitoring, bringing success stories from EQUIP-T, Tusome Pamoja, UNICEF, and civil society organizations (CSOs).

INCREASE FUNDING AND ITS EFFICIENT USE TOWARD TEACHING AND LEARNING

Adequate funding is essential for providing quality education to students. While the government spends a reasonable portion of the budget on education, per student nonsalary expenditures for preprimary and primary education are extremely low at below US$64 per student per year. The government could allocate more resources to basic education to improve infrastructure, teacher training, and educational materials to ensure minimum standards are achieved for each and every school and to strengthen foundational learning for all. Specific measures include raising financing to 20 percent of government budget, reprioritizing preprimary and primary education in relation to higher education and increasing the share of spending on teaching-learning materials, continuous professional development for teachers, and capitation grants.
There could be targeted equity-based financing for poor, vulnerable and marginalized children. The efficient use of resources is critical. Education financing is more effective when adequate provision is made for core teaching-learning purposes such as higher capitation grants and more teaching-learning materials. Areas that are lagging national indicators deserve attention in the distribution of resources buttressed by intensive monitoring of progress on selected education indicators. Setting a minimum set of inputs that must be attained by primary and secondary schools would be fundamental to the realization of equitable service delivery across the country. An intensive focus on equity-based financing will generate an increase in the overall learning outcome indicators for the country in the long term.

IMPROVING TEACHER SUPPLY AND STRENGTHENING THE TEACHING PROFESSION

Investing in higher-quality teacher education and continuous professional development of teachers is crucial for improving student learning outcomes and the long-term health and competitiveness of the education system. These improvements could include attracting higher-achieving students to the teaching profession through interviews, revamping the teacher-preparation curriculum to ensure it is better suited for the 21st century, providing better support for college tutors and newly qualified teachers to meet the needs of the rapidly changing education environment, and improving teachers’ mastery of content and pedagogical requirements of the curriculum.
MEWAKA implementation should ensure quality and sustainability. The government, with support from Education Program for Results (EPforR) partners, developed the National TCPD Framework, which is popularly known by its Kiswahili acronym MEWAKA. MEWAKA is primarily a school-based learning approach, complemented by cluster-based training conducted through Teacher Resource Centers (TRCs), hub schools, or nearby teacher training colleges. This program has tremendous potential to address teaching skill gaps. The University of Dar es Salaam research team, commissioned by the World Bank, conducted a baseline study on MEWAKA. The preliminary report revealed that the lecture method and peer facilitators were prevalent in MEWAKA sessions. However, several challenges were identified, including low teacher motivation, budget constraints, limited access to ICT materials, and issues with electricity and internet connectivity.

A single national policy framework for teachers is essential to align all the government efforts. The policy could focus on higher professional standards, more equitable deployment, better and regular support through TCPD, and continuous assessment of teachers’ subject-based and pedagogical knowledge. The implementation of such a policy would encourage higher performance outcomes within the teaching profession (see box 1).

Box 1: Teacher management in Shanghai

Preparing teachers with robust subject-based knowledge and teaching skills. The entry requirements of the preservice program depend on the candidate’s academic performance on the National College Entrance Examination. For preservice programs at Shanghai’s major universities, the entry standard is high. Teacher trainees are equipped with focused subject-based training and required to finish a six-month teaching practice.

Attracting the best into the teaching force. There is an established set of requirements to enter the teaching profession. Primary school teachers must have at least a three-year tertiary college degree (da zhuang, which is equivalent to the International Standard Classification of Education (ISCED) 5B level) and secondary teachers need to have at least a four-year bachelor’s degree (equivalent to the ISCED 5A level). All candidates must also pass a written test and interview to obtain a teacher certificate to be eligible to teach in primary and secondary schools. Recruitment for teachers has been decentralized to local government and school level; during the selection process, candidates participate in interviews and a mock teaching assessment during which they teach a mini-lesson to demonstrate their teaching competencies.

Promoting teaching excellence through an effective three-pillar teacher development system. Teachers are provided with a career ladder, supported with elaborate school-based professional development, and given in-service training through teaching-research groups. The teachers’ performance is linked to career progression and performance pay. This comprehensive professional development framework incorporates multiple layers of in-service training, evaluation of teacher performance, and a structured career ladder that provides both motivation and a mechanism for teachers to progress in their careers. These key factors contribute to Shanghai’s demonstrated excellence in education.

Source: Liang et al. 2016.
ENSURING THE PROVISION OF INSTRUCTIONAL MATERIALS AND LEVERAGING ICT

Providing students with access to quality educational materials is vital for their learning. The government could invest in creating and distributing textbooks, workbooks, and other learning resources to ensure that all students have access to the materials they need to succeed. It is critical to modernize and transform TIE to be a center of excellence in curriculum development, research, and evaluation of education. There is the need to consider which functions can be outsourced for improved efficiency and effectiveness (see box 2).

Align the current efforts on ICT integration to ensure technology can effectively enhance the process of learning and teaching. Efforts are underway to strengthen the Learning Management System (LMS) and e-learning library. It is critical to support the use of technology in the classroom by continuing to invest in ICT skills for teachers, education managers, and students, as well as in technology infrastructure, such as computers and internet access. To date, the government, with support from the World Bank’s Secondary Education Quality Improvement Project (SEQUIP) and BOOST programs, has invested in ICT skills in 800 primary hub schools and 500 secondary hub schools, enhancing school- and cluster-based teacher training and student learning. The vision of having at least one hub school in each of the 4,000 Tanzania wards can be realized with concerted investment efforts in technology. These hub schools
Kenya’s government, with support from World Bank Secondary Education Quality Improvement Project, has initiated efforts to revamp its procurement and distribution systems of school textbooks. This move comes in response to past struggles to make textbooks affordable and available for every child in school. In the past, the Kenya Institute of Curricula Development (KICD) invited publishers to submit textbook content for each subject for every grade. KICD then reviewed the content based on the curricula along with the proposed cost and quality of paper and printing. It short-listed six titles for each subject for each grade, which were then listed in a government-approved catalogue called the “Orange Book.” Schools had the freedom to select any one of the six titles and purchase those books with annual grants provided by the government. However, due to inadequate funding, there were an insufficient number of books, the books did not arrive on time, or they were unaffordable.

The government’s objective in reforming its textbook system was to provide textbooks to every student by reducing textbook prices, while maintaining a high quality of printing, paper and binding. A team of experts identified a core textbook for each subject and each grade, which the government could purchase for each child, with a focus on improving the distribution efficiency. After considering several options, the involved parties (public and private publishers, the Ministry of Education, the KICD, and other key local stakeholders) agreed to a commercial bidding process, which led to a framework agreement with the successful bidders. The competition was limited to the publishers listed in the “Orange Book,” and it was agreed that the lowest priced book would be the core textbook. Other bids, which were 20 percent of the lowest priced book, would be listed in the “Orange Book” for parents who wished to purchase supplementary materials. The price of the textbook included delivery to the school and a discount on large-volume orders. The bid also stipulated quality parameters for paper, printing, and binding, and further review of content by KICD upon being short-listed.

The revised process resulted in significant cost savings for the country, although there were some initial challenges. Local publishers often lacked capacity to print the required volume in such a short time frame; they were also facing shortages of paper, skilled workers, or modern printing machines. To address these challenges, the World Bank collaborated with the local team, offering guidance on the procurement process, helping the publishers import quality paper, recruiting and training skilled workers, and outsourcing/managing some of the printing to meet Kenya’s demand and quality standards.

Recognizing the potential benefits of the reform, the government decided to expand the process to all textbooks, all subjects, and all grades, from preschool through grade 12.

Source: Jena 2018.
IMPROVING ACCESS AND QUALITY OF EARLY
CHILDHOOD EDUCATION (ECE)

The sluggish progress on enrollment is largely due to ill-preparedness of the system to provide age-appropriate teaching and learning for preprimary-age children. To address these concerns, the government could make preprimary education more accessible to all children of the appropriate age and ensure full participation irrespective of their gender, socioeconomic status, traditions, culture, disabilities, or geographical location. Further, the government could strengthen its capacity and invest more in the foundational phase of learning including for younger children ages 3–6. MOEST could develop a five-year plan to address these issues in early childhood education by considering the following activities:

a. Deepening the delivery of model ECE by constructing preprimary classrooms within existing primary schools, including age-appropriate furniture, latrines and water, health and sanitation (WASH) facilities, and by establishing one model preprimary school in each ward.

b. Promoting community- and home-based ECE models, especially for children who live at long distances from their designated schools.

c. Enhancing the quality of preprimary education by strengthening the capacity of ECE teachers and instructors through training on the newly developed age-appropriate learning framework for ECE and provision of the ECE teaching-learning materials package to all ECE classrooms and facilities.

d. Establishing sustainable school meal programs for preprimary learners.

e. Exploring innovative low-cost approaches of ECE delivery, including the use of Interactive Audio Instruction (IAI) as is the case in Malawi, Zambia and Zanzibar.

f. Developing solid partnerships with private sector providers, especially in urban areas to ensure application of uniform curriculum and learning standards for ECE learners.

g. Strengthening family and community engagement in ECE and to understand the benefits of early learning.

ECE, including the preprimary education phase, requires adequate, sustained, well-targeted, equity-based financing and efficient utilization of available resources. To improve access and inclusivity, the government needs to optimize the quality and relevance of early childhood education. There is an urgent need to strengthen the curricular, effective deployment of adequate qualified teachers, train teachers in play-based child-centered pedagogy (preservice and in-service) and supply sufficient age-appropriate teaching-learning materials.
STRENGTHENING LEARNING ASSESSMENT AND PROMOTING FORMATIVE ASSESSMENT

Learning assessments, such as 3R assessment, could be implemented regularly and used better to improve teaching and learning in schools. There is a need to disseminate more widely the item analysis of the 3R assessment and to support teachers in their efforts to improve instruction on the most challenging topics for students. MEWAKA sessions can be organized around diagnostic reports of 3R, SFNA, and PSLE. Another learning assessment at higher primary grades, such as Standard 6 or 7, is also needed for monitoring learning outcomes before students proceed to Form 1. This is particularly important if the government decides to abolish PSLE and to allow all students to proceed to Form 1 because of fee-free and compulsory basic education.

Classroom-based formative assessment could be strengthened to complement summative learning assessment and high-stake national examinations. It is important to reconnect examination and assessment with the goal of improving instruction and student learning. In this rethinking of examination and assessment, Tanzania would be joining education reforms that are happening around the world. Increasingly high-performing education systems are placing more and more emphasis on training their teachers to carry out routine classroom-based formative assessment as a regular part of the teaching profession. Sufficient skills on formative assessment are essential to student learning outcomes and must be integrated into preservice and in-service teacher training (see box 3).
The recent Nine-Year Continuous Basic Education (NYCBE) reform has brought many changes to the education sector in Mauritius. As part of its six major pillars of education, meaningful assessment is emphasized, and the government advocates a paradigm shift in the conception of assessment and evaluation.

As indicated in the 2015 National Curriculum Framework (NCF), a key feature of the proposed curriculum review is that assessment is curriculum-driven and is viewed from a three-fold perspective, namely assessment as, for and of learning. Assessment is seen as an integral part of teaching and learning, and it is optimized for support rather than used solely for measurement and reporting. The 2015 NCF adopts a comprehensive approach to assessment in a bid to making it more meaningful and useful to the learner, teacher, school, stakeholders, and country. Within an inclusive paradigm, teachers are required to use differentiated assessment, which is to have a manageable class assessment plan that is flexible enough to accommodate a range of learners’ needs.

The comprehensive national assessments of learning at key stages are as follows:

- **Primary school readiness at the beginning of grade 1.** The Learner Development Profile (LDP) is introduced for every child starting at the preprimary level.

- **Diagnostic assessment at the beginning of grade 3.** The results will enable child-centered remedial work to be undertaken and allows progress to be recorded. A teacher’s handbook on how to use assessment instruments to support learning was developed in 2020.

- **Assessment at the end of grade 6.** Primary School Achievement Certificate (PSAC) has replaced the much-contested Certificate of Primary Education (CPE). It includes a school-based assessment component that is competency-based and aligned with the standards of learning prescribed in the curriculum.

- **Assessment at the end of grade 9.** National Certificate of Education is used to assess the progression of students to upper secondary and to general, technical, or vocational education.

- **Assessment at the end of grade 11.** The results include being awarded a School Certificate (SC) / O level, or an SC Technical, or Vocational Qualification, which can lead to A level, training centers /polytechnics for technical diplomas, or the labor market.

- **Assessment at the end of grade 13.** The results include being awarded an A-level / Higher School Certificate (HSC) or HSC Professional, which can lead to tertiary education, polytechnic education, or the labor market.

## SUMMARY OF RECOMMENDATIONS TABLE

<table>
<thead>
<tr>
<th>Challenges</th>
<th>Government Efforts</th>
<th>Recommendations</th>
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<tbody>
<tr>
<td><strong>Governance management</strong></td>
<td>• Ongoing capacity building of LGAs</td>
<td>• Review education governance with a view to streamline and strengthen coordination at the central level; potentially consolidate MOEST and PO-RALG at the national level with an emphasis on strengthening LGAs and school management.</td>
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<td>• Make operational the decentralization policy and strengthen the financial (discretionary budget) and technical capacity of LGAs including leadership, planning, monitoring and evaluation, financial management, procurement, safeguards, and engineers and supervisors for quality school construction.</td>
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<td>• Empower school management through enhanced capitation grants and accountability.</td>
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<td>• Strengthen community engagement in education.</td>
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<td><strong>Financing</strong></td>
<td>• Education budget increases since FBEP, but declining in subsequent years</td>
<td>• Ensure financing for the recruitment of teachers.</td>
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<td>• Ensure total education spending reaches at least 20 percent; or education spending as a percentage of GDP to reach at least 4 percent.</td>
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<td>• Ensure capitation grant increases at par with GDP growth rate; varying capitation grants to cater to diverse differences in region, students, and school size.</td>
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<td>• Establish equity-based financing for vulnerable groups such as orphans, students with disabilities, and lagging LGAs.</td>
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<td></td>
<td>• Adequate funding for non-salary recurrent budget for quality education MEWAKA, school quality assurance, TIE (textbooks), TSC (teachers management and life cycle), teachers’ education.</td>
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<tr>
<td><strong>Access, especially for the rural poor and vulnerable and reducing gender disparity</strong></td>
<td>• Reentry for all dropouts</td>
<td>• Fully implement the non-barrier reentry to regular public schools for dropouts, as part of the compulsory 10-year basic education.</td>
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<td>• Alternative education pathways for pregnant girls to return to school.</td>
<td>• Establish minimum standards for primary and secondary schools including clear accountability system.</td>
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<td>• Classroom construction to enable the enrollment of more children and reduce the distance to schools.</td>
<td>• Provide targeted approaches such as bursaries for needy children; enhanced and differentiated capitation grants for hardship areas and different student population; targeted school construction; and school feeding programs.</td>
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<td></td>
<td>• Primary and secondary safe school programs to reduce dropout and ensure safety in schools</td>
<td>• Identify and designate the bottom quartile of LGAs for concentrated support to channel development partner and government resources to and to achieve synergy.</td>
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<td>• Offer hardship allowances and other incentives for teachers.</td>
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<td>• Prioritize construction in areas where distance to school is large; ensure schools are built close to the community.</td>
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<td>• Leverage EdTech through ICT hubs to improve teaching and learning in rural areas.</td>
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<tr>
<td>Challenges</td>
<td>Government Efforts</td>
<td>Recommendations</td>
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</tbody>
</table>
| Quality – Teachers | • The National TCPD Framework and implementation of TCPD-MEWAKA  
• Guidelines for managing volunteer teachers.  
• Yearly ad hoc effort to recruit new teachers.  
• Teacher-deployment strategy (primary and secondary)  
• Establish (and plan to operationalize) Teacher Professional Board  
• Prepare a teachers’ management framework.  
• Raise TTC entry requirements to Divisions 1 to 2 | • Provide a need-based teacher workforce and recruitment plan.  
• Review preservice curriculum to align with school curriculum, increase practice, ensure funding for block teaching and migration from certificate to diploma and degree programs.  
• Decentralize teacher recruitment and use interview including mock teaching to select the best candidates into teaching profession.  
• Provide induction, mentoring, coaching, appraisal, and career ladder.  
• Ensure sustainable implementation of MEWAKA for all teachers.  
• Review the mandates of the Teacher Service Commission (TSC) and Teacher Professional Board (TPB) and consider consolidating the teacher administrative management with the teacher professional management of standards and certification; at the same time establishing regional and LGA units of TSC/TPB.  
• Introduce one single national teacher policy framework that covers the lifecycle development of teachers, to be managed. The consolidation of TSC/TPB is highly recommended. |
| Quality – Curriculum, syllabus, textbooks, other teaching-learning materials, and LMS | • Ongoing curriculum reform | • Ensure alignment of curriculum, assessment, and teacher instruction.  
• Develop TIE as a center of excellence for curriculum and teaching-learning resources development, and R&D for teaching and learning.  
• Introduce specific budget line for textbook directly managed by TIE. Also develop text management policy to include issues of textbook life span and replenishment.  
• Consider outsourcing textbook development, printing and distribution and start with a few titles as a pilot.  
• Ensure quality and sustainability of LMS; regularly conduct teaching skills competition to crowdsource the best teaching videos, aligned with curriculum, to be loaded onto the LMS. |
| Early childhood education | • One-year preprimary education | • Develop and operationalize quality assurance for early childhood education for 3–5-year-olds.  
• Pilot model preschools in select regions following successful models of GPE and satellite schools.  
• Review the preprimary curriculum and pedagogy to be play based and child-centered.  
• Review existing preprimary teacher preservice curriculum to reflect the teaching and learning practices in the ECE classrooms.  
• Introduce preprimary teacher preservice diploma programs.  
• Establish collaborative ECE workforce from ministerial to the village level.  
• To establish ECE sub sector planning and budget code/line. |
| Learning assessment | • Introduction of 3R assessment at Standard 2  
• Development of Form 2 evaluation | • Develop National Learning Assessment Framework in line with best regional/international practice.  
• Continue implementation of 3R assessments.  
• Review NSFA, FTNA, and CSEE to align with competency-based curriculum.  
• Introduce learning assessment at the upper-primary level.  
• Strengthen learning assessment including classroom-based formative assessment and summative assessment by teachers.  
• Consider participating in regional or international assessments. |
## ANNEX TABLE 1: MAPPING OF INSTITUTIONS MANAGING TEACHERS AT DIFFERENT STAGES OF THE TEACHERS’ SERVICE LIFE CYCLE

<table>
<thead>
<tr>
<th>No.</th>
<th>Role</th>
<th>Institutions Involved</th>
<th>Legal Mandates /Policy</th>
</tr>
</thead>
</table>
| 1.  | Teacher planning | • PO-PSMGG  
• MOEST  
• TSC                                      | • Public Service Management and Employment Policy, 2008  
• Government Notice No. 385  
• Teachers Service Commission Act. Cap 448                                      |
| 2.  | Recruitment    | • PO-PSMGG  
• PO-RALG  
• TSC  
• LGAs                                       | • Public Service Management and Employment Policy, 2008  
• Public Service Act. Cap 298  
• Teachers Service Commission Act. Cap 448                                      |
| 3.  | Appointment    | • TSC                                               | • Teachers Service Commission Act. Cap 448                                              |
| 4.  | Deployment     | • PO-RALG  
• TSC  
• LGAs                                       | • Public Service Act. Cap 298  
• Teachers Service Commission Act. Cap 448                                              |
| 5.  | Registration   | • TSC  
• TPB                                          | • Teachers Service Commission Act. Cap 448  
• Teachers Professional Board Act, Cap 314                                              |
| 6.  | Confirmation   | • TSC  
• LGAs                                       | • Teachers Service Commission Act. Cap 448  
• Public Service Act. Cap 298                                                       |
| 7.  | Appraisal      | • LGAs                                               | • Public Service Management and Employment Policy, 2008  
• Public Service Act. Cap 298                                                        |
| 8.  | Development    | • PO-PSMGG  
• PO-RALG  
• TSC  
• TPB  
• LGAs                                       | • Public Service Management and Employment Policy, 2008  
• Public Service Act. Cap 298  
• Teachers Service Commission Act. Cap 448  
• Teachers Professional Board Act, Cap 314                                              |
| 9.  | Transfer       | • PO-RALG  
• PO-PSMGG  
• Regional Administration  
• LGAs                                       | • Public Service Act. Cap 298                                                              |
| 10. | Promotion      | • PO-PSMGG  
• TSC  
• LGAs                                       | • Public Service Act. Cap 298  
• Teachers Service Commission Act. Cap 448                                               |
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<th>No.</th>
<th>Role</th>
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</table>
| 11  | Recategorization | • PO-PSMGG  
• TSC  
• LGAs                                                                 | • Public Service Act. Cap 298  
• Government Circular on Teachers Recategorization/ Promotion of 2011 |
| 12  | Discipline     | • TSC                                                                                 | Teachers Service Commission Act. Cap 448                                               |
| 13  | Appeal         | • President’s Office – State House  
• TSC                                                                                  | Public Service Act. Cap 298  
Teachers Service Commission Act. Cap 448                                               |
| 14  | Termination    | • PO-PSMGG  
• TSC  
• LGAs                                                                 | Teachers Service Commission Act. Cap 448  
Public Service Act. Cap 298                                                              |
| 15  | Terminal benefit | • LGAs  
• Public Service Social Security Fund  
• TSC                                                                                 | Public Service Act. Cap 298  
Public Service Social Security Fund Act. No. 2 of 2018                                 |
| 16  | Reengagement  | • President’s Office – State House  
• PO-PSMGG  
• TSC  
• LGAs                                                                 | Public Service Act. Cap 298  
Teachers Service Commission Act. Cap 448                                               |

Source: TSC 2023.

Note: local government agencies: LGA; Ministry of Education, Science, and Technology: MOEST; President’s Office – Public Service Management and Good Governance: PO–PSMGG; President’s Office – Regional Administration and Local Government: PO-RALG; Teacher Service Commission: TSC.
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