



**THE UNITED REPUBLIC OF TANZANIA
NATIONAL AUDIT OFFICE**



**PERFORMANCE AUDIT REPORT ON THE MANAGEMENT OF THE PROVISION
OF CAPACITY BUILDING TO IN-SERVICE TEACHERS**

AS IMPLEMENTED BY

**THE MINISTRY OF EDUCATION, SCIENCE AND
TECHNOLOGY AND PRESIDENT'S OFFICE - REGIONAL ADMINISTRATION
AND LOCAL GOVERNMENT**



**REPORT OF THE CONTROLLER AND AUDITOR GENERAL OF THE UNITED
REPUBLIC OF TANZANIA**

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TABLE OF CONTENTS

LIST OF ACRONYM AND ABBREVIATIONS	V
PREFACE	VI
EXECUTIVE SUMMARY	VIII
CHAPTER ONE	1
INTRODUCTION	1
1.1 BACKGROUND OF THE AUDIT	1
1.2 MOTIVATION FOR THE AUDIT	2
1.3 DESIGN OF THE AUDIT	4
1.4 DATA VALIDATION PROCESS	12
1.5 STANDARDS USED FOR THE AUDIT	13
1.6 STRUCTURE OF THE AUDIT REPORT	13
CHAPTER TWO	14
SYSTEM FOR PROVISION OF CAPACITY BUILDING PROGRAMS TO IN-SERVICE TEACHERS IN TANZANIA.....	14
2.1 INTRODUCTION	14
2.2 GOVERNING POLICIES AND LEGISLATION	14
2.3 ROLES AND RESPONSIBILITIES OF KEY ACTORS.....	18
2.4 RESOURCES FOR THE PROVISION OF CAPACITY BUILDING TO IN-SERVICE TEACHERS.....	24
2.5 MODELS OF CAPACITY BUILDING FOR IN-SERVICE TEACHERS	27
2.6 PROCESSES FOR THE PROVISION OF CAPACITY BUILDING TO IN-SERVICE TEACHERS	29
CHAPTER THREE	37
AUDIT FINDINGS	37
3.1 INTRODUCTION	37
3.2 EXTENT OF THE PROVISION OF CAPACITY BUILDING TO IN-SERVICE TEACHERS	37
3.4 EFFECTIVENESS IN THE IMPLEMENTATION OF PLANNED CAPACITY BUILDING ACTIVITIES	72
3.5 EFFECTIVENESS IN MONITORING OF IN-SERVICE TEACHERS CAPACITY BUILDING	73
3.6 EFFECTIVENESS IN THE COORDINATION OF STAKEHOLDERS DEALING WITH PROVISION OF CAPACITY BUILDING TO IN-SERVICE TEACHERS	77
AUDIT CONCLUSION	83
4.1 INTRODUCTION	83
4.2 OVERALL CONCLUSION	83
4.3 SPECIFIC AUDIT CONCLUSIONS.....	84
CHAPTER FIVE	88
AUDIT RECOMMENDATIONS.....	88

5.1 INTRODUCTION	88
5.2 MAIN AUDIT RECOMMENDATIONS.....	88
REFERENCES.....	91
APPENDICES.....	94
APPENDIX 1: LIST OF RECOMMENDATIONS AND RESPONSES FROM AUDITED ENTITIES	95
APPENDIX 2: AUDIT QUESTIONS AND SUB-QUESTIONS	103
APPENDIX 3: DETAILED ASSESSMENT CRITERIA	105
APPENDIX 4: BUDGETED AND ALLOCATED FUNDS IN EDUCATION DEPARTMENTS IN THE VISITED LGAS	110
APPENDIX 5: SUMMARY OF CAPACITY BUILDING PROGRAMS IN DIFFERENT REGIONS.....	111
APPENDIX 6: LIST OF INTERVIEWED OFFICIALS	112

LIST OF TABLES

Table 1.1: Criteria in Selection of Regions based on Performance.....	10
Table 1.2: Summary of Regions and LGAs that were visited	11
Table 2.1: Allocation of Staff among Key Stakeholders.....	24
Table 2.2: Budget of Funds at MoEST (In Billions TZS)	25
Table 2.3: Budget of Funds at Directorate of Education (In Millions TZS)	26
Table 2.4: Budget of Funds at ADEM and TIE for Capacity Building.....	26
Table 3.1: Categories of Trainings Delivered in Primary Schools.....	51
Table 3.2: Training Contents of the Programs at National Level	52
Table 3.3: Funds allocated for In-service Trainings	63
Table 3.4: Budgets for Training at TIE and ADEM (In Billions TZS)	64
Table 3.5: Available TRCs in visited LGAs	71
Table 3.6: Linkage of Program KPIs to intended INSET Outcomes	76

LIST OF FIGURES

Figure 2.1: Relationship (Roles and Responsibilities) among Key Stakeholders	23
Figure 2.2: Knowledge-Based of the Teaching Profession	28
Figure 2.3: Stages in the Provision of Capacity Building.....	30
Figure 2.4: National Approach in the Provision of Training to in-service Teachers	32
Figure 2.5: Monitoring and Coordination of Training at National Level ..	36
Figure 3.1: Training Status of Teachers at National Level	38
Figure 3.2: Extent of Training Coverage in Primary Schools	40
Figure 3.3: Status of Trained Teachers in visited Regions (2018/19)	41
Figure 3.4: Status of Trained Teachers in visited LGAs (2018/19)	43
Figure 3.5: Trained Officials in visited LGAs (2015/16-2018/19).....	44
Figure 3.6: Percentages of Funds Received in all visited LGAs	66

LIST OF ACRONYM AND ABBREVIATIONS

3Rs	Reading, Writing and Arithmetic
ADEM	Agency for Development of Educational Management
ADS	African Digital Schools
BEST	Basic Education Statistics in Tanzania
CPD	Continuous Professional Development
CSOs	Civil Society Organizations
DAO	District Academic Officer
DC	District Council
DEA	Directorate of Education Administration
DEO	District Education Officer
DSQA	Directorate of School Quality Assurance
DTT	Directorate of Teachers' Training
EQUIP-T	Education Quality Improvement - Tanzania
ESDC	Education Sector Development Committee
ESDP	Education Sector Development Plan
INSET	In-Service Training
JESR	Joint Education Sector Review
LANES	Literacy and Numeracy Education Support
LGAs	Local Government Authorities
MC	Municipal Council
MDA	Ministry Department and Agency
MoEST	Ministry of Education, Science and Technology
MTEF	Medium Term Expenditure Framework
NGOs	Non-Governmental Organizations
PO-RALG	President's Office - Regional Administration and Local Government
RS	Regional Secretariat
STEP	Student-Teachers' Enrichment Program
TDMS	Teachers' Development Management Strategy
TIE	Tanzania Institute of Education
TOT	Training of Trainers
TRC	Teachers' Resource Center
TSC	Teachers Service Commission
TWG	Technical Working Group
WEO	Ward Education Officer

PREFACE

Section 28 of the Public Audit Act No. 11 of 2008 authorizes the Controller and Auditor General to carry out Performance Audit for the purpose of establishing the economy, efficiency and effectiveness of any expenditure or the use of resources in the Ministry, Department and Agency (MDA), Local Government Authorities (LGAs), Public Authorities and other Bodies. The Performance Audit involves enquiring, examining, investigating on the use of resources, and ultimately reporting on the outcome as deemed necessary under the prevailing circumstances.

I have the honour to submit to His Excellency the President of the United Republic of Tanzania, Honorable Dr. John Pombe Joseph Magufuli and through him to the Parliament the Performance Audit Report on the Management of Provision of Capacity Building to In-Service Teachers as implemented by the Ministry of Education, Science and Technology (MoEST) and the President's Office - Regional Administration and Local Government (PO-RALG).

The performance audit report contains audit findings, conclusions and recommendations that have focused mainly on improving the provision of capacity building to in-service teachers, specifically on the development of sustainable plans and interventions, implementation, coordination and monitoring of planned capacity building interventions for the continuous professional development of teachers in the country.

The Management of the Ministry of Education, Science and Technology and the President's Office - Regional Administration and Local Government had the opportunity to scrutinize the factual contents of the report and provided the comments on the raised matters. I wish to acknowledge the audited entities for the very useful and constructive discussions we had on the findings of the performance audit.

My Office intends to carry-out the follow-up audit at the appropriate time with regard to the actions taken by the audited entities in the course of implementing the recommendations provided in this report.

In completion of the audit assignment, I subjected the draft report for the critical reviews of Dr. Eugenia Kafanabo, and Prof. Eustella

Bhalalusesa who came-up with useful inputs on improving the output of this report.

This report has been prepared by Mr. Adam Mniko - Team Leader and Mr. Jeje D. William - Team Member under the supervision and guidance of Ms. Asnath L. Mugassa - Audit Supervisor, Mr. George C. Haule - Assistant Auditor General and Mr. Benjamin Mashauri - Deputy Auditor General.

I would like to thank my staff for their commitment in the preparation of this report. My thanks should also be extended to the audited entities for the cooperation extended to the audit team which eventually facilitated the timely completion of this audit report.



Mr. Charles E. Kichere
Controller and Auditor General
United Republic of Tanzania
March, 2020

EXECUTIVE SUMMARY

The provision of capacity building to in-service teachers in Tanzania is primarily done through training and continuous professional support. Trainings are conducted through the use of a center-periphery or cascade model of training while the preferred approach for continuous professional support is mainly school based.

As a result, the government has made some efforts to ensure that there are improvements in teaching competence for in-service teachers. One of these efforts was the introduction of the Teacher Education Development and Management Strategy (TDMS, 2007/8-2010/11) which aimed to provide continued professional development (CPD) for professional growth of teachers at all levels. Despite this, there have been reported weaknesses which have limited the effective provision of capacity building to in-service teachers. This situation was the push factor and motivation for the National Audit Office to carry-out the Performance Audit on the Management of Provision of Capacity Building to In-Service Teachers.

The main objective of the performance audit was to determine whether the Ministry of Education, Science and Technology and the President's Office - Regional Administration and Local Government ensure that capacity building interventions to in-service teachers are effectively and efficiently implemented to improve teachers' competencies.

The focus of this performance audit was on all the government initiatives intended to ensure the effective provision of capacity building to in-service teachers in primary and secondary schools. The audit covered the period of four financial years starting from July 2015/16 to June 2018/19. The key methods used for data collection were interviews and documentary reviews.

Main Audit Findings:

Inadequate provision of Capacity Building to In-Service Teachers

Despite achieving the set target for the provision of training to in-service teachers by 98 percent, the audit team noted that the Ministry of Education, Science and Technology and PO-RALG only targeted 32,314 in-service teachers who were equivalent to 18

percent of 179,341 available primary school in-service teachers in the country between the financial years 2015/16 to 2018/19. From the financial year 2015/16 to 2018/19, a total of 31,824 out of 32,314 targeted primary school in-service teachers equivalent to 98 percent were trained. However, it was noted that trainings were confined to in-service teachers teaching 3Rs subjects (STD I & II) in primary schools, leaving out 147,027 in-service teachers, who were for other subjects and grades, equivalent to 82 percent untrained.

On the other hand, 77 percent of the targeted Secondary School In-Service Teachers were trained from 2015/16 to 2018/19, and the main focus of training was in Mathematics, Biology, English and Kiswahili. Training in secondary schools was effected through Student-Teachers' Enrichment Program (STEP). This program was among the Big Results Now (BRN) initiatives which ended in the financial year 2015/16, and this period was termed as the lower time-limit for the scope of this audit.

It was further observed that only 19 percent of the available 75,127 in-service teachers in secondary schools were targeted during the financial year 2015/16 countrywide. However, the audit team did not find any program intended for teachers' capacity building in secondary schools in the subsequent financial years.

The findings also revealed that in-service teachers rarely received Continuous Professional Support either through quality assurance visits or mentoring and on-job coaching. This actually was caused by the fact that Quality Assurance Officers were lagging behind in terms of the knowledge as compared to in-service teachers since some of the trainings were initially provided to teachers before the Quality Assurance Officers were introduced. Consequently, this arrangement denied the Quality Assurance Officers the opportunity to effectively perform their duties. This eventually made the in-service teachers to rarely receive professional support as expected.

In addition to that, learning materials necessary for enhancing teachers' skills for the in-service teachers such as teachers' guide and teachers' self-learning modules were inadequately distributed by Tanzania Institute of Education. It was further revealed that the designed self-learning modules which were distributed were only those for Reading, Writing and Numeracy. However, there were neither self-learning modules for teachers who taught other

subjects in upper primary school level nor for teachers in secondary schools.

Moreover, the performance audit found out that capacity building to in-service teachers through continuous professional support was inadequately provided. Systems and mechanisms for mentoring and induction of the less experienced teachers to acclimatize them with the required practical professional skills and knowledge were not in place.

Absence of Sustainable Strategies to Provide Capacity Building to In-Service Teachers

The audit revealed the absence of Continuous Professional Development Framework (CPD). Despite being at its development stage, the framework would ensure sustainability and provide a clear guide on the technical issues in the provision of capacity building training programs to in-service teachers.

Apart from being reflected in the Education Sector Development Plan (ESDP 2016/17-2020/21) of the Ministry of Education, Science and Technology, planning for capacity building to in-service teachers in both MoEST and PO-RALG solemnly relied on donor-funded projects such as LANES, EQUIP-T and *TUSOME PAMOJA*. Through the observation which was done in 10 visited LGAs, the audit team noted that there was insufficient planning for capacity building to in-service teachers as there was no any activity aimed at the provision of capacity building in LGAs' annual plans.

The audit team further noted that 3 out of 10 visited LGAs had prepared plans but did not take them to account for the components towards the provision of capacity building. These LGAs were Meru DC, Karatu DC and Nsimbo DC. However, to some extent, 7 out of 10 visited LGAs incorporated INSET components for the provision of capacity building for the period from 2015/16 to 2018/19, though this was not consistently done.

Insufficient implementation of the planned capacity building activities

The audit team noted that for each financial year starting from 2015/16 to 2018/19, the proportion of in-service teachers in both primary and secondary public schools who received in-service capacity building, particularly training, was less than 20 percent of the in-service teachers in each financial year.

Likewise, it was observed that more in-service capacity building trainings were provided to primary school teachers compared to those provided to secondary school teachers. The capacity building provided relied more on training while the other forms of capacity building for in-service teachers such as mentoring and induction were not adequately provided to them.

Inadequate Monitoring of the Activities linked to the Provision of In-Service Training

Monitoring of the provision of capacity building trainings to in-service teachers was supposed to be done by both MoEST and PO-RALG at national level through joint field visits and other monitoring mechanisms. Thereafter, the two ministries together with other Education stakeholders were required to meet in the Annual Joint Education Review to deliberate on challenges and ways forward for improving, among other things, education issues and the progress of teachers' capacity building activities. Despite the joint field visits by MoEST and PO-RALG, the audit team found out that the identified challenges of in-service training were not among the main issues of discussion during the Joint Education Sector Review meetings.

Ineffective functioning of Coordination Dialogue framework

The audit found out that the dialogue framework as a platform for coordination for both MoEST and PO-RALG did not operate effectively. For example, at the national level, the established frameworks included three Technical Working Groups (TWG) and Education Sector Development Committee (ESDC) which were supposed to meet on a quarterly basis to discuss technical issues including capacity building interventions to in-service teachers. However, the audit found out that these meetings were not consistently conducted and in some circumstances during their sittings, these committees were on the odd occasion pertaining to

the discussion of the issues related to teachers' capacity building. In addition, our audit team found out that there were capacity building interventions conducted in LGAs through the consent of PO-RALG without the prior approval of the Ministry of Education, Science and Technology.

General Audit conclusion

Despite having in place the government efforts through the Ministry of Education, Science and Technology and the President's Office - Regional Administration and Local Government towards improving the provision of capacity building to in-service teachers, more interventions are needed for further improvements. Implemented interventions inclined only to the provision of trainings while ignoring the other aspects of capacity building interventions such as induction programs, mentoring and other professional support through the provision of teaching guides and learning materials.

The audit concludes that, the Ministry of Education, Science and Technology and President's Office - Regional Administration and Local Government lack effective mechanisms in managing the provision of capacity building to in-service teachers at the Regional, LGA and school levels.

Main Audit Recommendations

Recommendations to the Ministry of Education, Science and Technology (MoEST)

The Ministry of Education, Science and Technology (MoEST) should:

1. Fast track and operationalize the use of Continuous Professional Development, and emphasize on continuous and sustainable school-based capacity building and professional development to in-service teachers;
2. Ensure that plans for capacity building are comprehensive to accommodate all categories of teachers (in pre-primary, primary and secondary schools). The plans should also cover all subjects and teachers' professional needs such as assessments and subjects' content coverage;

3. Strengthen the capacity building delivery approach in order to ensure common understanding to all education officers and teachers so as to improve and maintain teaching and learning conditions at all levels;
4. Provide guidance on how school-based capacity building should be conducted including time allocation in school general timetable and have regular reporting through monitoring and evaluation; and
5. Provide guidelines on the use of previously established Teachers' Resource Centers (TRCs) to be the centers for teachers' self-learning and sharing of professional knowledge.

Recommendations to the President's Office - Regional Administration and Local Government (PO-RALG)

President's Office - Regional Administration and Local Government (PO-RALG) should:

1. Devise a mechanism through which capacity building plans and targets from lower levels of education consider actual teachers' professional needs gathered from teachers' operations at school and from Quality assurance reports. These plans should be communicated to higher-levels to form the overall national in-service teacher capacity building plans;
2. Ensure that plans for in-service teachers' capacity building at Regional, LGAs and school-based are comprehensive and accommodate all categories of teachers (in pre-primary, primary and secondary schools), subjects and teachers' professional needs such as assessments and subjects' contents; and
3. Strengthen capacity building strategies such as mentoring, induction programs, and coaching to provide professional support and development to in-service teachers.

CHAPTER ONE

INTRODUCTION

1.1 Background of the Audit

Teachers' capacity building is a systematic professional and technical interventions provided to teachers to enhance their abilities in delivering quality education to learners.¹ Capacity building to in-service teachers can be categorized into in-class training, which may include but not limited to seminars and workshops, mentoring and continuous professional support through the provision of teaching materials and professional knowledge sharing.

According to Tanzania Education Policy (2014), the Ministry of Education, Science and Technology (MoEST) and the President's Office-Regional Administration and Local Government (PO-RALG) are required to ensure that in-service teachers are regularly exposed to new methodologies and approaches of teaching with the ever-changing environment.

Research findings show that teacher effectiveness depends on pedagogical/instructive competencies and availability of teaching and learning resources (Rogan 2004; Van den Akker & Thijs 2002; Mosha 2004).

The National Curriculum Framework for Basic and Teachers Education (NCFBTE) clearly expresses the significance of teachers' capacity building. It elaborates that teachers are pivotal composite in the education sector for the successful implementation of the curriculum. Thus, it is vital that teachers are trained, up-skilled and at times, re-skilled with appropriate pedagogy and content to be able to successfully implement the curriculum².

In addition, capacity building to in-service teachers aligns with the United Nations Agenda for Sustainable Development Goals (SDGs:

¹ UNESCO Report 2013: Building Capacity of Teachers in Technology-Pedagogy integration for improved Teaching and Learning.

<https://unesdoc.unesco.org/ark:/48223/pf0000135606> Accessed on 15th December 2019

² National Framework Curriculum for Basic and teacher education

2030) No. 4 with the target to increase the number of qualified teachers, especially in developing countries.³

According to the Implementation Reports from the Ministry of Education, Science, and Technology (2012-2015), the total number of primary education in-service teachers who were due for training between 2012 and 2015 was 136,232 but only 61,531 (31 percent) attended on-job training. The report states that on-job training to secondary education in-service teachers was only given to science teachers who are as well generally few compared to other subjects' teachers.

The Ministry of Education, Science and Technology has set out its vision, overarching policy and strategic objectives for the entire Education Sector in the Education Sector Development Plans (ESDP) since 1997⁴; and recently in the Education Sector Development Program of 2008 - 2017 and in the revised Education Sector Development Plan of 2016/2017 - 2020/2021.

1.2 Motivation for the Audit

The Government has been making a number of efforts to improve the competencies of in-service teachers, but still, there are reported weaknesses associated with the provision of capacity building to in-service teachers. These challenges motivated the National Audit Office to carry out this performance audit on the management of the provision of capacity building programs to in-service teachers. Some of these weaknesses were:

Absence of comprehensive and sustainable teachers' capacity building programs: According to UNESCO's Global Monitoring Report on Education (2007), Tanzania is among the developing countries that were facing the challenge of having weak or absence of comprehensive and sustainable teachers' development programs⁵. The report indicated that currently the in-service teachers' capacity building programs do not take into consideration a large number of teachers and address only the challenges related to the ability of teachers to competently facilitate the learning

³ United Nations agenda 2030 for sustainable development

⁴ Ministry of Education Science and Technology, ESDP 2016/17 -2020/21

⁵ <https://unesdoc.unesco.org/ark:/48223/pf0000155592/PDF/155592eng.pdf.multi>

process leaving aside other teaching components like improvisation in the teaching process.

In turn, teachers face the challenge of being less creative while planning to meet the needs of their students⁶; and therefore, are unlikely to cope well with the current developing changes in the teaching process and hence, lose their ability to work effectively and efficiently.

Few Teachers have access to Capacity Building Programs: A study carried-out by HakiElimu in 2014 on effectiveness of teaching in Primary Schools in Tanzania indicated minimal provision of capacity building to in-service teachers which could be partly due to lack of periodical assessments of the needed human resources with different skills as per the requirements of the Education Policy of 2014.⁷

According to the same study, this could result in unsystematic capacity building initiatives that are organized to address the expected learning outcomes as set in various subject syllabi. Therefore, teachers' mode of teaching is largely detached from the philosophy of competency-based curriculum, which advocates for student-centered teaching.

In addition, the evaluation report on Teachers Development Management Strategy (2015) conducted in 14 Districts in Tanzania Mainland showed that 61.7 percent of primary school teachers did not have any kind of in-service training. Also, on average, only 30.1 percent of Head Teachers had the opportunity to attend at least one of the in-service seminars/workshops.

Low capacity of teachers' resource centers (TRCs): A research paper by Mary Mosha, 2016, has indicated that Teachers' Resource Centers (TRCs) established for the aim of upgrading pedagogical/instructional knowledge and skills of teachers encountered various challenges including shortage of funds, human resources and teaching facilities to run their programs effectively and efficiently⁸. As a result, the designed In-Service Education and

6 PetterHall (2014), How to build Teachers ' capacity for Success;
<http://inservice.ascd.org/how-to-build-teachers-capacity-for-success/>

⁷ HakiElimu, (2014)Teaching Effectiveness in Primary and Secondary Schools in Tanzania

⁸ Mary Atanas Mosha, (2016) Managing Teachers' Resource Centers for Effective Teachers' Professional Development in Zanzibar; Research Journal of Educational Studies and Review;Vol.2(2),pp.20-31,March,2016:

Trainings (INSET) with the purpose of imparting pedagogical skills to teachers were not adequately and timely provided.

Inadequate budget set for in-service teachers' capacity building programs: MoEST Implementation reports⁹ pointed out that only 51,711 equivalent to 19 percent of all 268,766 teachers in the country were budgeted for. The amount in the budget for training in the financial 2016/2017 was TZS 36.5 Billion.

However, the weakness in planning and budgeting for in-service teachers' capacity building programs is likely to be one of the reasons for the low percentage of teachers who actually attended the highly needed in-service teachers' capacity building. Additionally, the study by Habibu Dadi (2014) which reviewed teachers' professional development in three African countries of Tanzania, Ethiopia, and Sudan concluded that lack of financial resources is among the challenges facing teachers' professional development.

1.3 Design of the Audit

1.3.1 Audit Objective

The main objective of the audit was to determine whether the Ministry of Education, Science and Technology (MoEST), and the President's Office - Regional Administration and Local Government (PO-RALG) ensure that capacity building interventions to in-service teachers are effectively and efficiently implemented to improve teachers' competence.

The specific objectives were to assess whether MoEST and PO-RALG:

- (i) Have designed sustainable strategies and plans for the provision of in-service teachers' capacity building program;
- (ii) Have effectively implemented the planned in-service teachers' capacity building activities;
- (iii) Monitor the in-service teachers' capacity building interventions to ensure that intended targets are achieved; and

<http://www.pearlresearchjournals.org/journals/rjesr/archive/2016/Mar/Pdf/Mosha.pdf>

⁹ Implementation Report on implementation of development education projects, 2011/2017

- (iv) Effectively coordinate in-service teachers' capacity building activities among the stakeholders.

In order to clearly respond to the above audit objectives, more specifically audit questions and sub-questions were prepared (see **Appendix 2**) for more details.

1.3.2 Assessment Criteria

Assessment criteria were drawn from different sources such as Education and Training Policy, Acts, Education Sector Development Plans, Strategic Plans, and Programme documents for In-Service teachers' capacity building. Below are the assessment criteria for each specific objective (refer to **Appendix 3** for details on the criteria used under each audit sub-objective):

(a) The extent of provision of Capacity Building that meets the professional needs of in-service teachers

All public institutions including the Ministry of Education, Science and Technology (MoEST) and President's Office - Regional Administration and Local Government (PO-RALG) are required to prepare annual and five-year plans for human resource development programs which include training requirements for staff from the public sector. They are also required to allocate budget for the planned human resource development interventions (*The Public Service Management and Employment Policy (PSMEP) of 1999 (revised in 2008)*).

In line to that, MoEST and PO-RALG are required to ensure the performance of in-service teachers is being continuously improved through the implementation of planned and known schedules of in-service capacity building programs (*Part 5.5.9 of Tanzania Education Policy (1995)*).

(b) Designing Sustainable Strategies and Plans for the provision of In-Service Teachers' Capacity Building

MoEST and PO-RALG through LGAs are required to prepare training requirements for in-service teachers (*Public Service Principles of 2014 Article 91 (1) and 2(h)*).

MoEST and PO-RALG are also required to ensure that the provision of in-service training and re-training to teachers is compulsory in order to ensure there are continuous improvements of teachers' quality and professionalism (*Part 5.5.10 of Tanzania Education Policy (1995)*)

On the other hand, Tanzania Institute of Education is required to sponsor, arrange and provide facilities for in-service training courses, conferences, workshops and seminars for discussion of matters relating to curriculum and teaching materials for in-service teachers (*TIE guideline for evaluation of books, 2015*)

The Tanzania Institute of Education (TIE) is also required to design, develop and review In-Service Teachers Training Programs including the development of learning materials such as books and manuals (*The Education Act No. 13 of 1975 (CAP 142 R.E. 2002)*).

(c) Effective Implementation of Planned In-Service Teachers' Capacity Building Activities

The Ministry of Education, Science and Technology is required to develop, disseminate and monitor the provision of in-service training and support to all in-service teachers (*The Education Sector Development Plan (ESDP, 2017-2021)*).

The President's Office - Regional Administration and Local Government is required to supervise the implementation of policies and guidelines for in-service teachers' training and development (*Section (10) of the Teachers Service Commission Scheme (2016)*).

(d) Effective Monitoring of Capacity Building Activities for In-Service Teachers

The Ministry of Education, Science and Technology and the President's Office - Regional Administration and Local Government are required to oversee the provision of in-service teachers' training and professional development. This should be done by the Education Sector Development Committee (ESDC) through a performance review of the implemented training programs and projects (*The Education Sector Development Plan 2017-2022*).

MoEST and PO-RALG are also required to develop, disseminate and monitor the provision of in-service training and support to all in-service teachers (*The Education Sector Development Plan (ESDP, 2017-2021)*).

The Monitoring and Evaluation Plan of the Ministry of Education, Science, and Technology (2016-2021) calls for the Ministry to identify the key performance questions and parameters to monitor project performance and comparing them to the established targets.

(e) Coordination of In-Service Teachers' Capacity Building Activities

The President's Office - Regional Administration and Local Government in collaboration with the Teachers Service Commission (TSC) is required to coordinate the implementation of in-service teachers' training programs (*Section 5(g) and (k) of the Teachers' Service Commission Act No. 25 of 2015*).

Likewise, the Education Policy (1995) illustrated that the Ministry of Education, Science and Technology and the President's Office - Regional Administration and Local Government are charged with the responsibility of ensuring smooth flow of information among the stakeholders with constructive engagement in planning and financing of teachers' training programs (*The Education Policy, 1995, Section III*).

1.3.3 Scope of the Audit

The main audited entities were the Ministry of Education, Science and Technology and the President's Office - Regional Administration

and Local Government as the main government entities responsible for the overall management of teachers' capacity building activities.

The audit focused mainly on all government initiatives in the provision of in-service teachers' capacity building both in Primary and Secondary Public Schools as they constitute 93 percent of all in-service teachers in the country. The two sub-sectors were chosen because the primary school level comprises of a big number of in-service teachers out of all teachers and also due to its significance in teachers' education in preparing both primary and secondary school teachers. On the other hand, all interventions related to the provision of capacity building to secondary school in-service teachers were covered so as to have a clear picture of the Ministries' efforts for capacity building at the secondary school level.

In addition, the audit focused on assessing the implemented capacity building programs to in-service teachers for Primary School teachers such as LANES, EQUIP-T, and TUSOME PAMOJA. The three programs were selected because they are in the advance stage of their implementation, and thus these programs may be used for learning purposes to assist those that are still in the planning stage.

The audit assessed the activities related to planning, implementation, monitoring, and coordination as well as sustainability of the interventions for Continuous Professional Development of teachers' capacity building programs. Regarding to the planning, the audit looked at the sustainability of plans and interventions developed by the two Ministries.

Adequacy of the designed structures and processes for the provision of capacity building programs to in-service teachers; and effectiveness of the prepared guidelines and training materials for the implementation of capacity building to in-service teachers were also assessed.

In the implementation of the capacity building to in-service teachers, the audit looked on the extent to which in-service teachers have accessed the existing capacity building initiatives. It also assessed the effectiveness of the implemented programs and interventions in addressing the teachers' professional needs.

On monitoring, the audit assessed the monitoring activities performed by MoEST and PO-RALG, to ensure that in-service teachers' capacity building activities achieve their intended targets. The audit also assessed the availability of monitoring guidelines, key performance indicators and their effectiveness. It also assessed if the monitoring results were addressing the existing challenges in the provision of capacity building to in-service teachers.

Finally, regarding to the coordination, the audit checked the functioning of the coordination mechanism used by the Ministries to coordinate and share the information with all stakeholders involved in the provision of in-service teachers' capacity building.

The audit covered a period of four financial years from July 2015/16 to June 2018/19. This period was taken so as to provide the opportunity to evaluate the trend and extent to which Teachers' Capacity Building for in-Service Programs were made priority within the education sector undertakings.

1.3.4 Methods for Sampling, data collection and analysis

(i) Sampling Method Used

Purposive sampling was used to select government initiatives and projects for in-service teachers' capacity building for both primary and secondary school teachers that were being implemented by PO-RALG and MoEST from 2015/16 up to 2018/19.

Sampling of Regions and LGAs Covered

Non-probability sampling was used to select regions and Local Government Authorities (LGAs) covered during the audit. Regions were first clustered into seven administrative zones namely, Southern, Northern, Eastern, Western, Southern Highland, Lake, and Central Zones.

To have a countrywide representation for the provision of in-service teachers' capacity building and Continuous Professional Development (CPD), five regions were selected from the above mentioned zones.

Since there is a positive relationship between teachers' capacity and students' performance; the regions were first selected based on

their performance on the Form Four National Secondary Education Examination results as well as Standard Seven Primary school results for the year 2018 as shown in **Table 1.1**.

Table 1.1: Criteria in Selection of Regions based on Performance

School Level	Regional Performance (2018)		
	Criteria		
	Top Five Ranked Regions (1-5)	5 Medium/ Average Ranked Regions (11 th -15 th)	Bottom 5 Ranked Regions (20 th -26 th position)
Primary	Dar es Salaam Geita Arusha Kilimanjaro Kagera	Pwani, Morogoro, Mbeya, Singida and Shinyanga	Simiyu, Dodoma, Lindi Kigoma, and Mara
Secondary	Kilimanjaro Mbeya Shinyanga Arusha Kigoma	Manyara, Morogoro, Mbeya, Singida and Shinyanga.	Mara, Katavi Tanga, Mtwara Lindi, Ruvuma and Dodoma

Source: Auditors' Analysis of NECTA Examination Results (2018)

Based on their performance, the audit team sampled a total of 5 regions that fell in three categories of performance i.e. high, medium and those with relatively poor performance in secondary schools as well as primary schools. The selected regions were *Geita, Arusha, Katavi, Singida and Lindi*.

Furthermore, from each of the selected regions, two (2) LGAs were selected based on School Academic Performance ranked as High, Medium and/or Low together with Teacher-student ratio. The selection also considered the location of LGAs on the assumption that teachers working in LGAs that are located in urban areas have relatively better access to capacity building programs than those in rural areas.

Therefore, the audit team selected a total of 10 LGAs in consideration of the three factors mentioned above. The summary of the analysis of the selected Regions and LGAs covered during the audit are shown in **Table 1.2**.

Table 1.2: Summary of Regions and LGAs that were visited

Zone	Region to be visited	Average Rank in 2018 National Standard Seven and Form Four Results	LGAs to be covered
Lake	Geita	<i>Medium</i>	Geita TC and Chato DC
Northern	Arusha	<i>High</i>	Meru DC and Karatu DC
Western	Katavi	<i>Low</i>	Mpanda MC and Nsimbo DC
Central	Singida	<i>Medium</i>	Singida MC and Manyoni DC
Southern	Lindi	<i>Low</i>	Lindi MC and Kilwa DC

Source: Auditors' Analysis, (2020).

Moreover, for each visited LGAs, 2 Wards and 4 Schools were purposively selected based on their performance for which one best performing and one low performing Ward were selected. Also, in each of the visited Wards, 2 best performing primary and secondary schools, and 2 low performing primary and secondary schools were selected.

In each of the visited schools, interviewed teachers were purposively selected based on the criteria of teaching experience, attendance to in-service training in the past four years, and being in the position to coordinate in-service training at school level.

Similarly, data were also collected from other stakeholders responsible for the provision of capacity building to in-service teachers. These are the Tanzania Institute of Education (TIE) and the Agency for Development of Education and Management (ADEM).

(ii) Methods used for Data Collection

Documents reviews

Various documents from MoEST and PO-RALG drawn between the financial years 2015/16 and 2018/19 were reviewed to obtain the overall performance of the two Ministries on the provision of In-Service Teachers' Capacity Building Programs. The reviews of the documents were done in order to clarify and then link the revealed findings with the information collected from the interviews.

The reviewed documents included: (1) Planning and budgeting documents (2) Performance and progress reports (3) Operational

Guidelines and Manuals for the provision of in-service teachers' trainings (4) Monitoring and Meeting Minutes of various Education Committees and Technical Working Groups.

Interviews

Interviews were conducted with responsible officials from MoEST and PO-RALG in order to gain insights and seek clarifications on the information regarding practices in the provision of In-Service Teachers' Capacity Building in the country. The interviewed officials were from both management and operational levels so as to acquire relevant information.

The interviews were conducted to confirm the information obtained from the documents reviewed. Interviews were also made at TIE, ADEM and from officials from 5 visited regions, 10 Local Government Authorities responsible for education as well as with 20 Ward Education Officers and 40 Heads of selected schools. See **Appendix 6** for details on the list of officials interviewed and the reasons for the interviews.

(iii) Methods used for Data Analysis

Collected data were analyzed using both qualitative and quantitative methods. Quantitative data were compiled, organized and summarized using the excel spreadsheet and presented as descriptive statistics in frequency tables and simple bar-charts. Likewise, qualitative data collected through interviews and documentary reviews were summarized, coded and categorized based on the main emerged themes under each audit question and analyzed using thematic analysis method. All analyzed qualitative data were presented as summarized texts.

1.4 Data Validation Process

The audited entities, the MoEST and PO-RALG were given the opportunity to go through the draft report and comment on the information presented in the report. The two Ministries confirmed the accuracy of the figures used and information presented in the report.

The draft report was also given to two subject matter experts with background on managing the provision of in-service teachers'

training programs. This was done in order to obtain experts' opinion and ascertain on the accuracy and validity of the information presented.

1.5 Standards used for the audit

The audit was conducted in accordance with International Standards of Supreme Audit Institutions (ISSAIs) on Performance Auditing issued by the International Organization of Supreme Audit Institutions (INTOSAI).

These standards require that the audit is planned and performed in order to obtain sufficient and appropriate evidence to provide a reasonable basis for the findings and conclusions based on the audit performed.

1.6 Structure of the audit report

The subsequent chapters of this report covered the following:

Chapter One provides the introduction of the audit, motivation and design of the audit

Chapter Two presents the system description, process, and relationship among key stakeholders involved in the provision of capacity building to in-service teachers' in the country;

Chapter Three presents the audit findings based on the four specific objectives of this audit;

Chapter Four provides audit conclusions; and

Chapter Five outlines recommendations, which can be implemented towards improving the observed weaknesses for effective management of the delivery of capacity building programs to in-service teachers.

CHAPTER TWO

SYSTEM FOR PROVISION OF CAPACITY BUILDING PROGRAMS TO IN-SERVICE TEACHERS IN TANZANIA

2.1 Introduction

This chapter provides a description of the system for the provision of capacity building programs to in-service teachers in Tanzania. It presents the policy and legal framework governing the provision of capacity building to in-service teachers; the roles and responsibilities of key actors involved. Furthermore, the chapter describes the process used for providing capacity building to in-service teachers.

2.2 Governing Policies and Legislation

The following are the policies, laws and regulations, which govern the provision of capacity building programs to in-service teachers in Tanzania.

2.2.1 Policies

There are three policy documents that govern the management of the provision of capacity building programs to in-service teachers. These are described below:

(a) The Education Policy, 2014

The Education Policy of 2014 provides for the statement for the promotion of the education sector through empowering individual teachers to develop in different aspects of life.

Moreover, the policy requires the existence of an effective analytical education system that can enhance efficiency in the provision of education to learners and leads to the increased number of well-educated individuals with adequate knowledge in different aspects.

(b) The Public Service Management and Employment Policy of 1999 (Revised in 2008)

This policy provides for the statement requiring all Public Service Organizations to develop training programs based on the skills requirements as identified in their respective Human Resource Plans and within the available resources. It further requires those organizations to allocate budget for the planned interventions from their annual budget allocations.

(c) The Tanzania Education and Training Policy, 1995

The Tanzania Education and Training Policy of 1995 aims at ensuring that teachers are well-trained and get sustainable in-service training that will result in improved capacity in the provision of education service to the learners. The policy also aims at decentralizing and empowering local authorities to manage and provide quality education.

2.2.2 Legislations

There are two main legislations governing the management of the provision of capacity building to in-service teachers in the country. These legislations are described below:

(a) Education Act No.25 of 1978

The Education Act No. 25 of 1978 provides the basic requirements for governing the provision of education in Tanzania. It stipulates the roles and powers of different actors in the provision of capacity building programs to in-service teachers including the Ministry of Education, Science and Technology, and President's Office - Regional Administration and Local Government through Local Government Authorities.

(b) Teachers Service Commission Act No.25 of 2015

The mandate of Teachers Service Commission is to supervise in-service teachers' training programs as provided in Section 5(g) and (k) of the Teachers Service Commission Act No. 25 of 2015. The supervision is done by constantly maintaining communication with District Offices dealing with matters relating to capacity building and career development for teachers.

2.2.3 Regulations and Guidelines

(a) Regulations

Teachers Service Commission Regulations of 2016

Regulation 41(g) of the Teachers Service Commission regulations 2016 gives the mandate to the District Office to monitor, evaluate and report to the Commission on teachers' performance. The regulation calls also for the corrective measures to be taken after assessing teachers' performance.

(b) Guidelines

There are two categories of guidelines guiding the implementation of the provision of capacity building programs to in-service teachers. These include general guidelines and those specific for particular capacity building programs. The description for each guideline is as detailed below:

General Guidelines

School Inspectors' Guidelines of 2016

The School Inspectors' Guidelines of 2016 provides details of the checklist of issues that need to be considered during school inspection to ensure quality in delivering teaching and learning services in schools. The guideline also considers the adherence to professional teaching standards by the in-service teachers in the implementation of teaching syllabi attained after being trained on different teaching aspects.

Local Government Teachers Service Scheme (GN 311) of 2016

The Local Government Teachers Service Scheme of 2016 stipulates the roles of the PO-RALG in relation to the provision of in-service teachers' training. According to this scheme, PO-RALG is responsible for conducting professional needs assessment; identify teachers with specific training needs and locations, and coordinating schedules for teachers to attend the identified training.

In addition, the scheme provides LGAs with the responsibility of ensuring that in-service teachers in need of professional

development attend teachers' training programs coordinated by the Teacher's Service Commission.

Specific Guidelines for Individual Capacity Buildings Programs

Guidelines for the Implementation of Reading, Writing and Numeracy Program (3Rs) of 2015

The guideline provides guidance on how to manage and monitor the teaching and learning of 3Rs' skills in pre-primary, primary schools, and primary education Standards I to III. It also outlines the responsibilities of Head Teachers, Ward Education Coordinators, District Education Officers, Education Quality Assurers and Regional Education Officers on how to manage and monitor teaching and learning of 3Rs' skills.

2.2.4 Strategies and Plans

The National Development Plan (2016/17-2020/21)

One of the objectives of the National Development Plan is to focus on human development in all sectors including education. This plan recognizes that the delivery of quality education is directly related to the quality of the recipient as well as the teaching strategies and teaching environment. The role of teachers in improving the quality of education is crucial and it is vital to improve the professional competencies of teachers and to raise their morale by improving the quality of the teaching environment.

The Education Sector Development Plan (2016/17 to 2020/21)

The Education Sector Development Plan (ESDP) is a five-year development plan in the education sector. It describes the institutional arrangements for ESDP implementation, including coordination and supervision mechanisms of the education sector in the country.

Among the objectives of this plan is to improve the competency of teachers/tutors by ensuring that their teaching skills are constantly developed to reflect the current and emerging challenges.

It is the requirement of ESDP that monitoring of the education program to facilitate the supervision and mentoring of teachers is

periodically conducted. It further elaborates that the supervision should result in reducing teachers' absenteeism.

The plan also calls for supervision that prioritizes the implementation of Teachers' Development Management Strategy (TDMS); planned quality in-service training at all levels; strengthening of Teachers' Resource Centers and establishment of Professional Development Centers for in-service teachers.

2.3 Roles and Responsibilities of Key Actors

2.3.1 Roles of the Ministry of Education, Science and Technology (MoEST)

The Ministry of Education, Science and Technology (MoEST) is mandated to formulate, monitor and evaluate the implementation of education policies. It is responsible for teachers' training through managing the performance of public teachers' training colleges. It is also the entry point and authorizer of all teachers' training programs and ensures the quality of teaching practices.

The Secondary Education Development Strategy II of 2010-2015 provides for the statement that requires the Ministry of Education, Science and Technology (MoEST) to design guidelines for teachers' capacity building training programs and communicate to PO-RALG, Higher Learning Institutions, Tanzania Institute of Education (TIE) and the Agency for Development of Education Management (ADEM).

Likewise, the Ministry of Education, Science and Technology has the following responsibilities which are done through its Teachers' Training Unit:

- a) To facilitate the operationalization of the Education, Training Policy and Instruments for both primary and secondary schools' in-service teachers including monitoring, evaluation and advise on its implementation;
- b) To prepare and submit progress reports on education for primary and secondary school in-service teachers for the purpose of informing policy development processes; and
- c) To initiate, develop and mobilize resources for education in primary and secondary schools' in-service teachers.

Similarly, in relation to the teachers' capacity building and teachers' operations, the Ministry of Education, Science and Technology through its Directorate of Schools Quality Assurance (DSQA) ensures the following:

a) *Quality of Teaching for Good Learning and Assessment*

The School Quality Assurance focuses on the effective use of learner-centered teaching methods, appropriateness and utilization of lesson plans, teaching and learning resources, teachers' understanding of learners' needs, teachers' knowledge of subject matters, and assessment of learning outcomes.

b) *Quality of the Curriculum Implementation in Meeting Learners' Needs*

The focus here is to ensure availability, relevancy, and utilization of curriculum materials as well as adherence to the curriculum standards. In addition, DSQA ascertains whether the school operational plans are inclusive and include cross-cutting issues to meet differing learners' needs.

Other stakeholders operating under MoEST include the following:

(i) *Tanzania Institute of Education (TIE)*

The Tanzania Institute of Education (TIE) under the Commissioner of Education was established by Act No. 13 of 1975 (CAP 142 R.E. 2002). It is charged with the responsibility of ensuring the development of curricula for quality education in Tanzania schools at the basic and secondary education levels. Among other functions, TIE is responsible for Curriculum Development, Educational Materials' Design and Development, and Coordinate Curriculum Training Programs.

Likewise, the In-Service Teachers Training Section under the Centre for Curriculum Training (CCT) of the Tanzania Institute of Education has the responsibility of:

- a) Designing, developing and reviewing of in-service teachers' training programs offered by the Tanzania Institute of Education;

- b) Developing in-service training policy and training materials for orientation on effective curriculum implementation and supervision; and
- c) Publicizing and market in-service teachers' training programs and other stakeholders in collaboration with the publicity and marketing unit.

(ii) Agency for Development of Educational Management (ADEM)

The Agency for the Development of Educational Management (ADEM) is an executive agency with a semi-autonomous status under the Ministry of Education, Science and Technology. The agency was established under the Government Executive Agencies Act No. 30 of 1997.

The establishment of the Agency was for the purpose of carrying out the operational functions of the Ministry of Education related to training of education management and leadership for educational personnel with the purpose of raising the standards of educational leadership and management in Tanzania¹⁰.

Among others, the mandate of Agency for Development of Educational Management is based on the following functions and objectives:

- (a) to provide quality training in education leadership and management to both short and long term clients; and
- (b) to produce and disseminate training materials such as books and manuals for educational leadership and management.

2.3.2 Roles of the President's Office - Regional Administration and Local Government

The President's Office - Regional Administration and Local Government (PO-RALG) has the responsibility to facilitate teaching staff to get in-service training being the one mandated for supervising and managing the day-to-day operations of teachers¹¹.

¹⁰ ADEM Strategic Plan 2016/17 - 2020/21

¹¹Secondary Education Development Strategy (2010-2017)

PO-RALG is also responsible to facilitate the availability of in-service teachers' training by ensuring that LGAs and Regional Secretariats allocate funds for the provision of in-service teachers' training, disseminate operational guidelines and circulars on the teachers' capacity building activities.

According to Section 10 of Teachers Service Commission Scheme, 2016, PO-RALG through Department of Education is responsible for:

- (a) Supervising the implementation of Education Policies and Guidelines for in-service teachers' training and development so as to secure, develop, and ensure an effective and efficient system of education;
- (b) Conducting investigation and studies regarding development and improvement of the efficiency of the teachers' service and taking appropriate steps to ensure attainment of quality teachers' services; and
- (c) Facilitating teachers' service employees to improve their capacities towards being effective and efficient in the delivery of quality teaching services to the pupils or students.

Other stakeholders operating under PO-RALG include the following:

(i) Teachers Service Commission (TSC)

Teachers Service Commission is responsible for safeguarding teachers' professional development. According to the Teachers Service Commission Act of 2015, the Commission is responsible for Coordinating teachers' in-service training programs, supervising teachers' in-service training programs; assessing the teachers' situation and advise the Minister responsible for teachers' training on the number, type and levels of teachers needed in the country.

(ii) Regional Secretariats (RS)

At the regional level, the Education Department is responsible for the coordination of overall education activities including the provision of capacity building to in-service teachers. The Regional Education Officer in this case, therefore, is responsible to ensure that all training programs for in-service teachers are well designed, coordinated and monitored at lower levels.

(iii) Local Government Authorities (LGAs)

Administratively, Local Government Authorities (LGAs) are the employers of teachers as well as being responsible for teachers' daily performance and the identification of gaps for the requirements in their careers.

Education Departments at Local Government Authorities

The Local Government Act of 1982 requires LGAs to seek and secure modifications in the educational or training and development plans. They are required to facilitate proper teaching staff as part of the staff in LGAs. The roles of the Local Government Authorities are implemented by the following Departments.

Ward Education Officers (WEOs)

At ward level, Ward Education Officers (WEOs) are the overall supervisors of education activities including activities for capacity building for in-service teachers. These officers are responsible for consolidating plans from school within their respective wards and communicate them to the District Education officers for further action.

Heads of School

Heads of Schools are the first curriculum supervisors at the school level. They are entitled to ensure that school-based training is conducted as planned and all teachers participate in the training. Heads of schools are also required to identify teachers' competency gaps for training through daily school monitoring. **Figure 2.1** Summarizes roles and responsibilities among key actors.

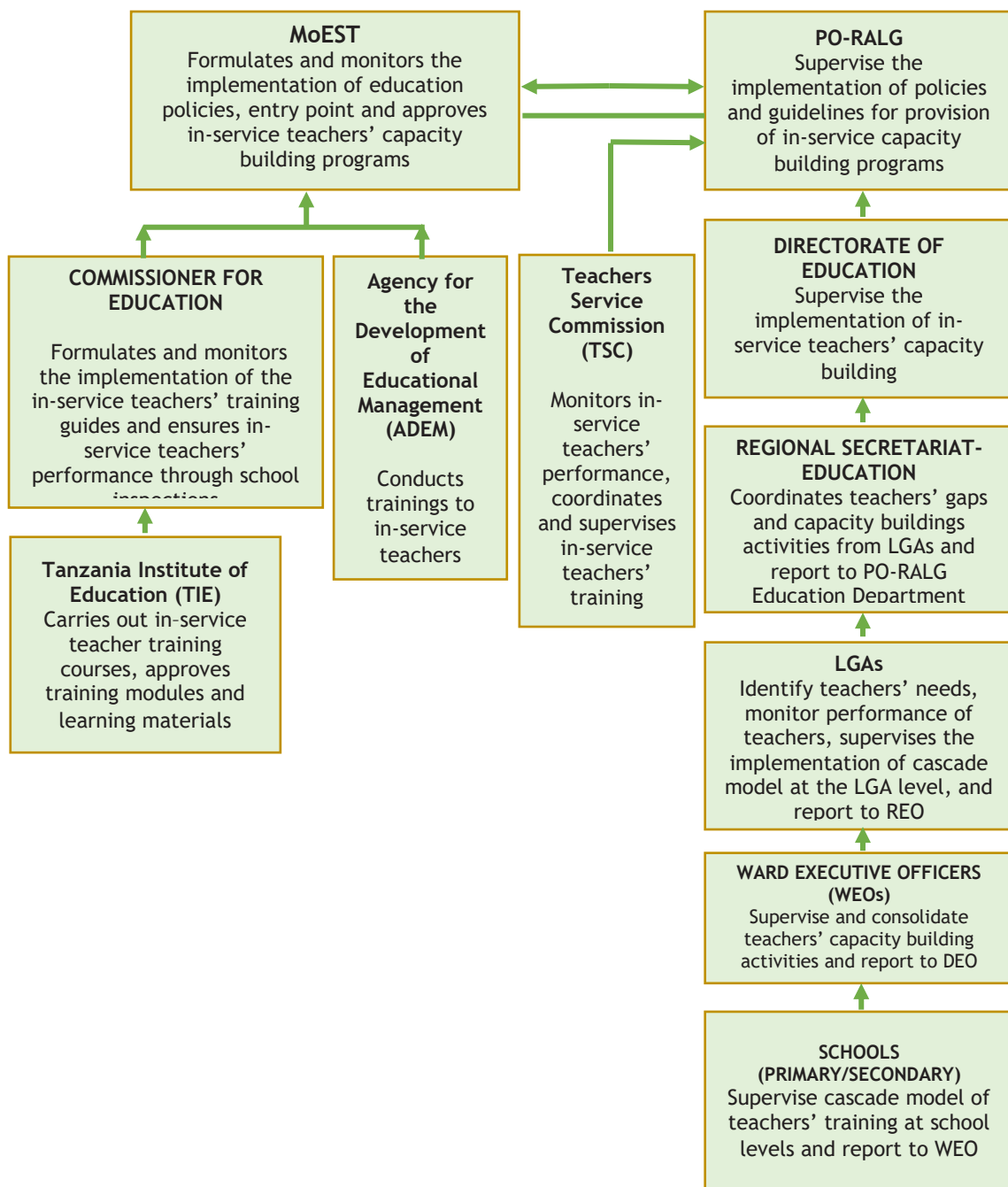


Figure 2.1: Relationship (Roles and Responsibilities) among Key Stakeholders

Source: Review of Education Acts No. 25 (1978)

2.4 Resources for the Provision of Capacity Building to In-Service Teachers

This section provides details on the allocated financial and human resources for respective directorates/institutions under the Ministry of Education, Science and Technology as well as the allocated resources for the President's Office - Regional Administration and Local Government that are directly connected to the provision of capacity building to in-service teachers.

2.4.1 Human Resources

The current status of the allocated number of staff in respective directorates that are responsible for the provision of capacity building to in-service teachers is provided in **Table 2.1**.

Table 2.1: Allocation of Staff among Key Stakeholders

No. of Personnel	Entity/Institution			
	MoEST	PO-RALG	TIE	ADEM
	Directorate of Teachers Training (DTT)	Directorate of Education Administration (DEA)	Center for Curriculum and Teaching (CCT)	Teaching Staff
Required	28	76	35	28
Available	16	44	18	24
Deficit (%)	43	42	49	14

Source: Human Resources' Status (IKAMA: 2018/19)

Table 2.1 shows the number of staff in the respective directorates of the MoEST as well as in PO-RALG. The Table shows that there is a deficit of staff responsible for the provision of capacity building to in-service teachers. The deficit ranges from 14 to 49 percent. At ADEM the deficit is 14 percent particularly for teaching staff involved in the provision of the training to in-service teachers whereas at MoEST, TIE and PO-RALG the deficit was 43, 49, and 42 percent respectively.

2.4.2 Financial Resources

(a) Financial Resources at MoEST

Table 2.2 provides a summary of budgeted and actual allocated funds for activities related to the provision of capacity building to in-service teachers at MoEST for the financial years 2015/16 to 2018/19. The budgets are specifically allocated for the Directorate of Teachers Training (DTT), and Directorate of School Quality Assurance (DSQA).

Table 2.2: Budget of Funds at MoEST (In Billions TZS)

Item:	Financial Year			
	2015/16	2016/17	2017/18	2018/19
<i>Directorate of Teachers' Training (DTT)</i>				
Budgeted	37.2	52.5	52.7	73.6
Actual	28.7	29.1	19.9	17.3
Deficit (%)	23	45	62	76
<i>Directorate of School Quality Assurance (DSQA)</i>				
Budgeted	5.6	2.4	3.7	4.7
Actual	2.5	1.0	1.1	0.4
Deficit (%)	55	58	70	91

Source: Analysis of Data extracted from MTEF report of MoEST (2019)

Table 2.2 shows that the two directorates responsible for the provision of capacity building to in-service teachers at MoEST for the last four years starting from 2015/16 to 2018/19 continuously experienced budget deficit. The percentages of deficit have grown from 23 in 2015/16 to 76 in financial year 2018/19 for the Directorate of Teachers Training, and for the Directorate of School Quality Assurance, the deficit percentages have increased from 55 to 91 respectively.

(b) Financial Resources at PO-RALG - Directorate of Education Administration (DEA)

Table 2.3 provides details on the budgeted and actual amount received by the Education Directorate of PO-RALG for activities related to primary and secondary education starting from the financial year 2015/16 to 2018/19.

Table 2.3: Budget of Funds at Directorate of Education (In Millions TZS)

Item:	Financial Year			
	2015/16	2016/17	2017/18	2018/19
Budgeted	98.4	101.7	659.4	151.3
Actual	54.7	63.5	125.5	79.9
Deficit (%)	44.4	37.6	81	47

Source: Data extracted from MTEF report (PO-RALG), (2019)

Table 2.3 above shows that the Directorate of Education Administration at PO-RALG experienced budget deficit for the period from 2015/16 to 2018/19 whereby the budget deficit for the financial years 2015/16, 2016/17 and 2018/19 ranged from 37.6 to 47 percent. However, within this period, the financial year 2017/2018 was exceptional with 81 percent budget deficit.

(c) Financial Resources at TIE and ADEM

Tanzania Institute of Education (TIE) and Agency for Development of Education Management (ADEM) are two operating arms under the Ministry of Education, Science and Technology; therefore, having adequate resources for realizing effective implementation of capacity building programs to in-service teachers is inevitable. Table 2.4 provides a summary of the budgeted and actual funds received from the financial year 2015/16 to 2018/19.

Table 2.4: Budget of Funds at ADEM and TIE for Capacity Building

Item:	Financial Year (In Billions TZS)			
	2015/16	2016/17	2017/18	2018/19
ADEM				
Budgeted	1.3	5.6	2.6	2.9
Actual	0.2	0.9	0.9	1.1
TIE				
Budgeted	1.1	12.3	0.03 ¹²	0.04
Actual	1.0	11.9	0.03	0.04

Source: Analysis of Data Extracted from MTEF report - (ADEM and TIE) 2019

Table 2.4 shows that TIE and ADEM budgeted and received funds for capacity building at different rates. TIE budgeted and received funds from LANES program for capacity building in two financial

¹² For the financial years 2017/18 and 2018/19 responsibilities to provide capacity building training was commissioned to ADEM and so did the funds.

years of 2015/16 and 2016/17. In two financial years of 2017/18 and 2018/19 funds received was from UNICEF which targeted the provision of self-learning modules to in-service teachers in Njombe, Mbeya and Songwe regions. On its part, ADEM budgeted and received funds for training from LANES program in all four years from 2015/16 to 2018/19. The amount in the first and the last year were relatively low compared to the amount received in the financial year 2016/17 and 2017/18.

2.5 Models of Capacity Building for In-service Teachers

Capacity building for in-service Teachers

According to UNDP primer¹³, Teachers' capacity building is viewed as the process through which teachers obtain, strengthen and maintain the capabilities and skills set achieved in their development in terms of content and pedagogical skills over time.

The National Curriculum for Basic and Teacher Education (2019) identified major teachers' competence and forms of professional development for teachers. The main competencies identified are professional knowledge and professional skills. In simple terms, they fall into three categories which are content knowledge, pedagogical knowledge, and pedagogical content knowledge.

Content knowledge is the overall understanding of concepts, facts, theories, and all necessary information about a subject that a teacher has to teach. Pedagogical knowledge is the general skills which enable teachers to deliver or facilitate the learning process and behavioral development of a learner while pedagogical content knowledge is the interaction of the skills of teachers to facilitate the learning of a specific subject.

In a simpler expression, pedagogical content knowledge is a specific teaching methodology for a specific subject. Pedagogical content knowledge varies from one subject to another. For instance, teaching method or pedagogical content knowledge for teaching natural science subjects like physics and biology varies from that of teaching languages. The capacity building, therefore, should help teachers to acquire all these categories of knowledge for sustainable

¹³ UNDP Primer on Capacity Development (2017)

professional development including the practical aspects of each subject. **Figure 2.2** summarizes the explanations given.

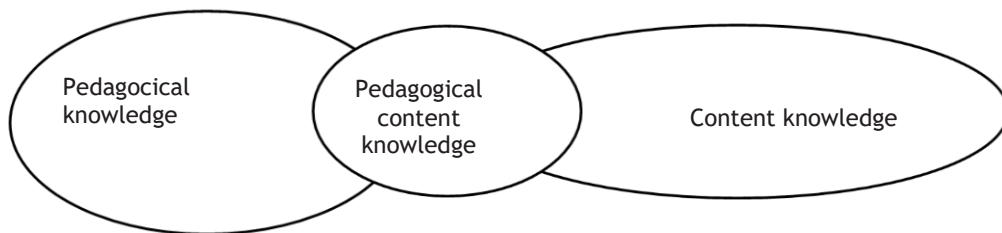


Figure 2.2: Knowledge-Based of the Teaching Profession

Source: Auditors' Analysis of information gathered through interviews (2019)

In Tanzanian public service, capacity building is provided in major two forms which include Continuous Professional Development/Support with sub-element of in-class training (Training, seminars, and workshops), mentoring, induction programs, school-based professional knowledge sharing as well as working documents/tools support. Another form of capacity building is a long term education upgrade.

For the purpose of this audit, capacity building covered was only the first-mentioned form of capacity building which is Continuous Professional Development.

Continuous Professional Development

Continuous Professional Development for teachers is a process whereby teachers receive diverse kinds of intervention to progressively enhance their capacities and skills. This support can be in terms of training, mentoring, induction, teaching materials and other facilities to enable teachers to effectively undertake their duties. Below are the details for each one:

(a) In-Class Training (Workshops and Seminars)

These are short time training programs designed to convene teachers at a certain area and provide them with training on specific identified areas of their need. These are mostly designed by MoEST and their institutions together with PO-RALG depending on the established needs.

(b) Mentoring and Continuous Professional Development

This is a form of the capacity building provided to a teacher in the school environment. It is done through advice and instructions given by a Head Teacher, Ward Education Officer or even an experienced teacher at school to support especially less experienced teachers to acquaint them with various practical working situations to help them be able handle emerging challenges.

(c) Professional Knowledge Sharing and Development

This is a form of capacity building in which teachers share their professional knowledge through various platforms like team teaching or during the quality assurance process. Quality assurance officers usually notice areas that need improvements in the teaching and learning process and they conduct a professional discussion between them and teachers at a particular school to have a good understanding of educational issues.

This form of capacity building is also used when teachers at school level convene either within the school set-up or at Teachers' Resource Centers and select a specific topic for discussion to broaden their understanding and share various pedagogical methods to use in teaching.

(d) Professional Support through Teaching Materials

This involves the provision of materials such as teaching guides and learning modules to support their professional development. In this way, teachers can develop themselves in areas that seem to have difficulties or use the materials to provide school-based development.

2.6 Processes for the Provision of Capacity Building to In-Service Teachers

The process for the provision of capacity building to in-service teachers in the country involves four stages. These include: (a) gaps/needs identification, (b) developing plans and budgets to address the identified gaps/needs, (c) implementation of the planned interventions and (d) managing the performance of the capacity building services offered to teachers.

The diagrammatic presentation of these four stages is indicated in **Figure 2.3:**

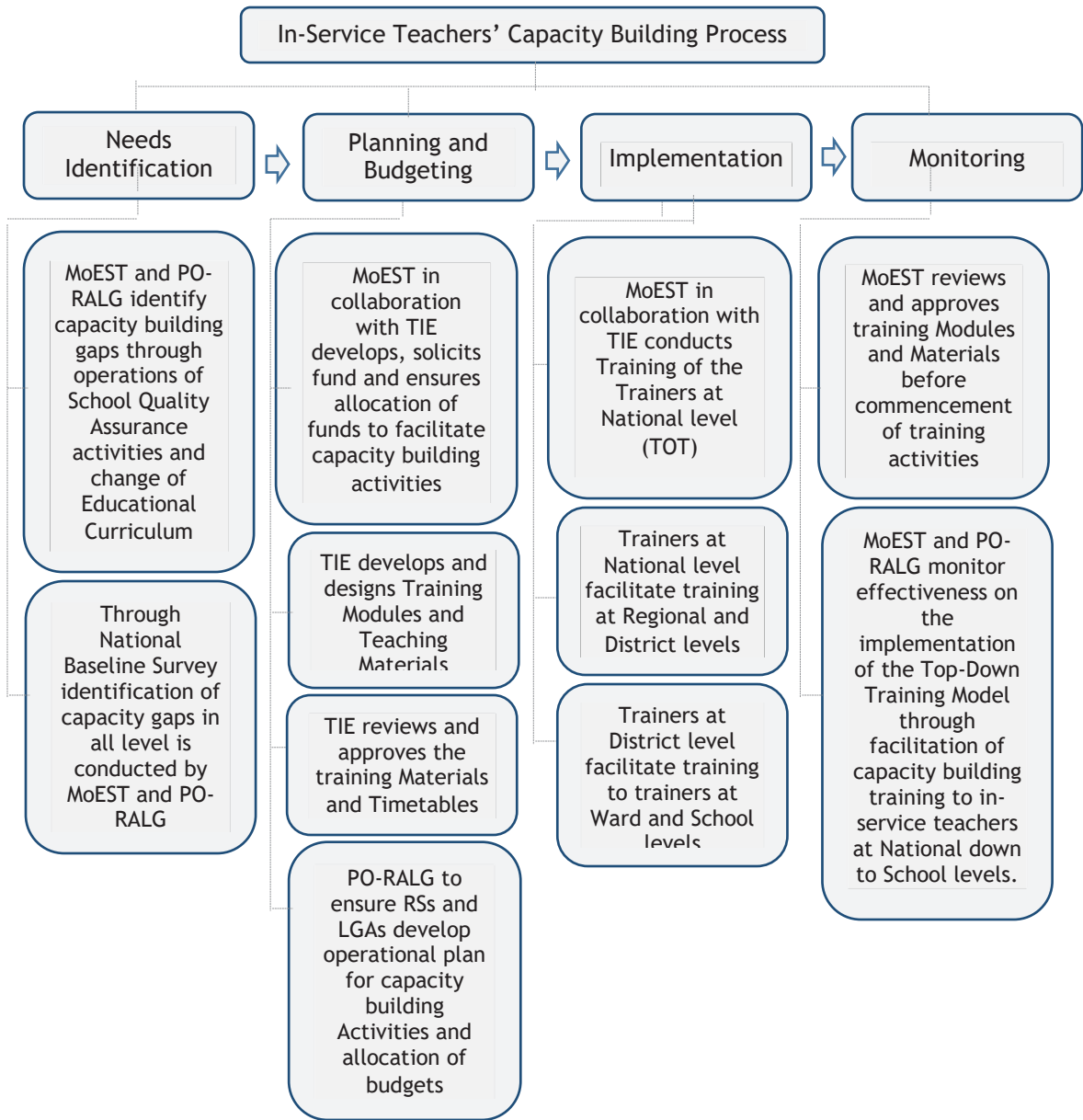


Figure 2.3: Stages in the Provision of Capacity Building

Source: Auditors' Analysis (2019)

The subsequent sections provide details of the main stages for the provision of capacity building to in-service teachers.

2.6.1 Gaps Identification and Development Capacity Building Interventions

Teachers' capacity building programs are developed based on two actions. These actions are:

a) Upon Baseline Survey

This involves the identification of in-service teachers' gaps by MoEST for the purposes of developing intervention measures. In this case, the Ministry of Education, Science and Technology identifies gaps in the education sector to determine the intervention programs.

b) Upon Curriculum Change

In addition to that, curriculum changes after every 7 and 4 years for primary and secondary education respectively, and in special circumstances whenever there is a need, curriculum can be reviewed. Once that happens, it requires training of in-service teachers to inform them about the changes that have been made.

In this case, the Tanzania Institute of Education (TIE) develops training modules and materials to capacitate in-service teachers. MoEST solicits and allocates funds to cater for those interventions. Sources of funds include Development Partners, Civil Society Organizations (CSOs), and funds from the Government of Tanzania.

c) Based on Quality Assurance Reports

Quality assurances at the school level are required to check the level and quality of curriculum implementation and identify technical gaps from teachers and come up with suggestions for improvements in the form of recommendations. The quality assurance reports can be used as one of the sources for gaps identification and needs for teachers' capacity building.

2.6.2 Implementation of Training Programs to In-Service Teachers

The implementation of the programs to provide capacity building training to in-service teachers follows four main stages in a top-down approach from national to school levels. **Figure 2.4** summarizes participants' composition, functions, and output at each level of training.

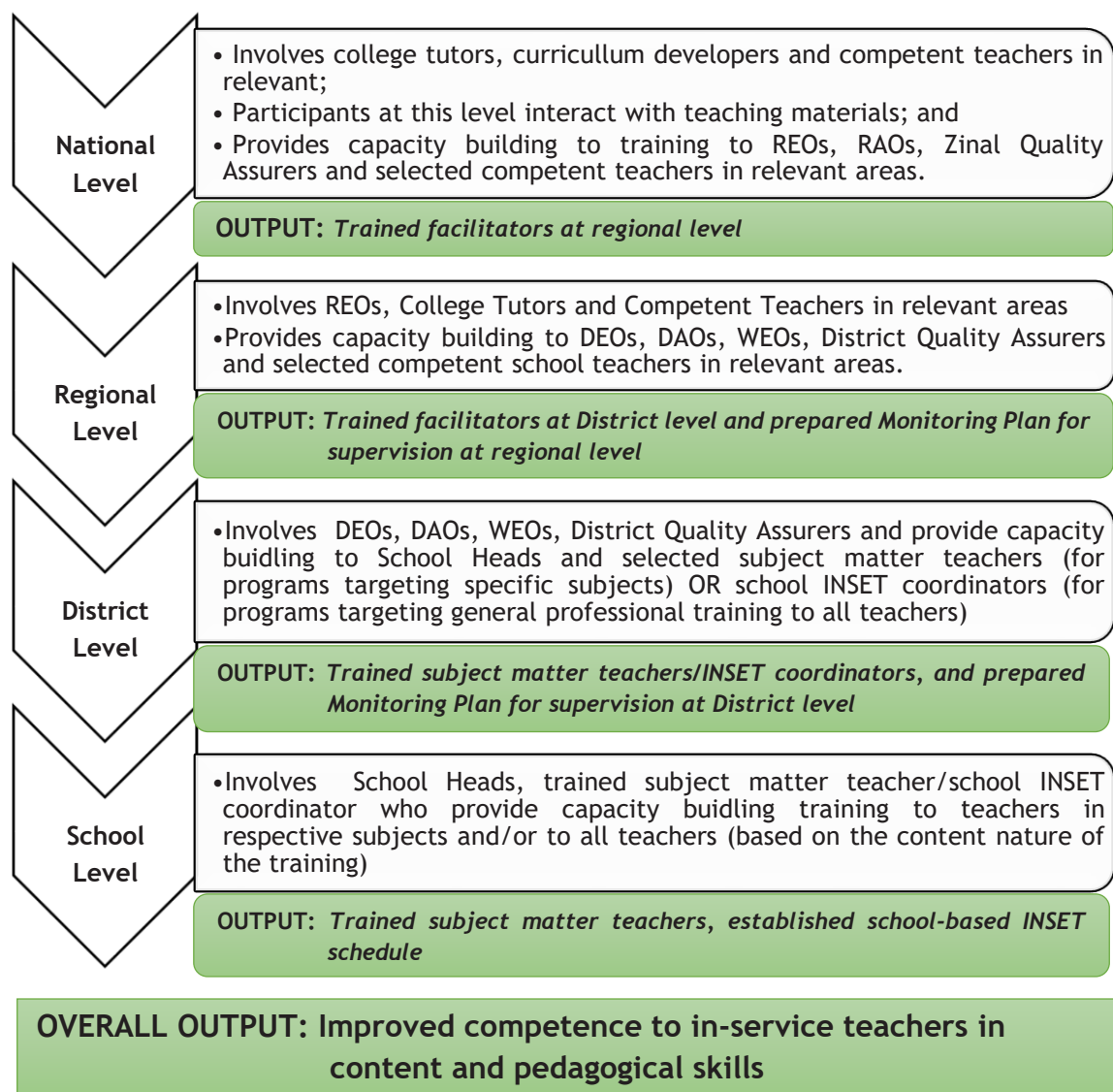


Figure 2.4: National Approach in the Provision of Training to in-service Teachers

Source: Auditors' Analysis of information gathered through interviews (2019)

2.6.3 Performance Monitoring of In-service Teachers

Monitoring is done at each level of capacity building intervention. At the national level, MoEST through TIE monitors the implementation of the programs by reviewing the modules and training materials prepared for teaching and ensures the contents of the training are aligned with the national education priorities. This is to say MoEST and PO-RALG do the monitoring at both planning and implementation stages.

a) Planning Stage

MoEST as sector Ministry responsible for policy and guidelines formulation monitors the operations of Tanzania Institute of Education at the planning stage to ensure that training framework, modules, materials, and processes are in place for the training to be efficiently executed.

Meanwhile, monitoring by the President's Office-Regional Administration and Local Government at this stage is towards Local Government Authorities to ensure that they include in-service training for teachers in their operational plans.

b) Execution Stage

At this stage, MoEST extends monitoring function from the initial stage of training national facilitators, Trainings for Trainers up to the moment when teachers are gathered in a particular center for capacity building training. PO-RALG, on the other hand, through Regional and Local Government Authorities' Education Officers, monitors the training at LGAs and ward levels to ensure that the intended teachers attend the training and also the transfer of knowledge through the school-based model is implemented at each school.

MoEST does this for the training that is initiated by them and the execution is done by either TIE or ADEM. Whenever the training is organized by other education partners, MoEST monitoring ends at the planning stage as explained in *part (a)* above.

After receiving the training, the performance of activities is monitored on top-down basis from the Regional Secretariat, District

level up to the school level to ensure that training plans are set, budgeted and well-executed at all levels.

At this level, MoEST also, through School Quality Assurers, monitors training activities to ascertain whether schools adhere to the training directives, and trained teachers train fellow teachers to facilitate them execute their lessons accordingly. The results of the quality assurance are in turn used in identifying the gap and also used as inputs for future teachers' capacity building program development.

2.7 Monitoring and Coordination Dialogue Framework

Monitoring and coordination of capacity building training activities for in-service teachers start at the National and Regional levels through Local Government Authorities. This is done using dialogue committees. The section below provides a summary of the details on how the dialogue framework functions:

a) Monitoring and Coordination at National Level

Monitoring and coordination of the activities related to the provision of capacity building to in-service teachers at the national level are done jointly by MoEST and PO-RALG through the two main operational organs, namely: The Technical Working Group (TWG) and the Education Sector Development Committee (ESDC). In addition, the operation output of TWG and ESDC results into two processes which are the Joint Monitoring Visits and Joint Education Sector Review (JESR)¹⁴.

b) Education Sector Development Committee (ESDC)

The Education Sector Development Committee (ESDC) is the highest advisory structure which meets quarterly and comprises of senior education officials from both MoEST and PO-RALG. The committee has a role of coordinating and ensuring the overall management of in-service training by identifying technical and financial needs to annually review programs' targets. This is done for the purpose of assessing the progress of the set priorities and targets, thereafter.

¹⁴ Education Sector Development Plan (ESDP 2016/17-2020/21)

c) Technical Working Group (TWG)

The Technical Working Group is a forum of specified technical staff with the role of informing the ESDC on priorities, actions, progress, and recommendations of the education programs. It meets on quarterly basis, preferably in February, May, August and November. As far as the capacity building to in-service teachers is concerned, TWG is responsible for assessing the program results if their objectives are being met and are resulting in desired changes.

This Technical Working Group is comprised of experts from the Ministry of Education, Science and Technology with its respective educational entities, PO-RALG, Development Partners and Civil Society Organizations. The Technical Working Group comprises of three sub-groups in the category of Access and Quality Improvement, Monitoring and Evaluation, and Resource Allocation.

TWG is chaired by the Director of Higher Education from MoEST and co-chaired by the Director for School Quality Assurance. TWG reviews and advises the sector on current quality education requirements and standards that relate to education quality such as school-based in-service teachers' training.

It also assesses the quality of education programs and projects in the education sector; reviewing annual progress reports from education projects being implemented in different areas; such projects include EQUIP-T, TUSOME PAMOJA, LANES, UNICEF child-friendly schools, BRAC among others.

In addition, there are two undergone central processes towards ensuring effective monitoring and coordination of the activities for the provision of capacity building to in-service teachers, namely: Joint Monitoring Visits and Joint Education Sector Review (JESR). These processes are done by the members from the two Ministries i.e. MoEST and PO-RALG, as well as CSOs, NGOs dealing with education, and education development partners and financiers.

Furthermore, in order to review the progress of the agreed education sector priorities and the way forward, the Education

Officials, Education Partners, and Civil Society Organizations (CSOs) meet once a year through the Joint Education Sector Review (JESR) which is preceded by the Joint Monitoring Visits.

Figure 2.5 provides a summary of the process in monitoring and coordination in the provision of capacity building to in-service teachers at the National level.

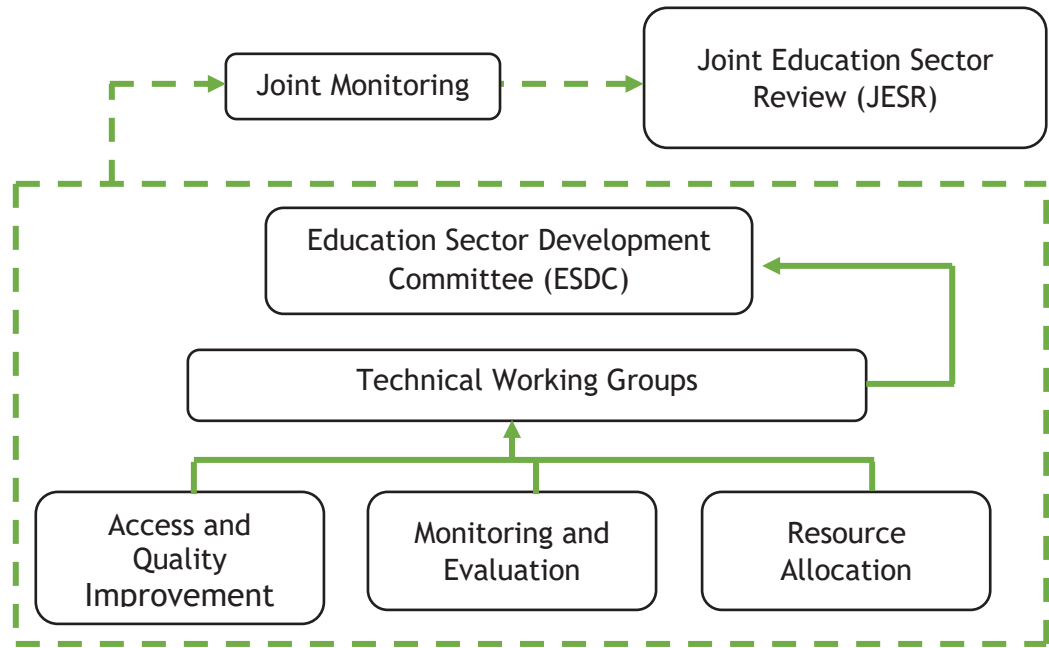


Figure 2.5: Monitoring and Coordination of Training at National Level

Source: Auditors’ Analysis based on Documentary Review of Education Sector Development Plan (ESDP, 2016/17-2020/21)

d) Monitoring and Coordination at Regional Level

At the regional level, monitoring and coordination of the activities for the provision of capacity building programs to in-service teachers is done on a Top-Down approach starting at Regional, Districts, Wards Educational Officials to in-service teachers at the school level. The Top-Down approach is a nationally adopted training model commonly known as the cascade model.

CHAPTER THREE

AUDIT FINDINGS

3.1 Introduction

This chapter presents the audit findings on the performance of the Ministry of Education, Science and Technology, and the President's Office-Regional Administration and Local Government in the provision of capacity building to in-service teachers.

The audit findings address four sub-audit objectives that include the extent, sustainability of the strategies and plans, and effectiveness in implementing the planned activities for the provision of capacity building to in-service teachers. Likewise, the findings also cover the performance of PO-RALG and MoEST on the aspects of monitoring and coordination of activities concerning with the provision of capacity building to in-service teachers.

3.2 Extent of the Provision of Capacity Building to In-service Teachers

The analysis of the extent of provision of capacity building to in-service teachers was assessed against the proportion of teachers who received trainings either in classroom or through workshops, and who received professional development through the provision of training materials (learning modules and guidelines). It was also assessed on the extent to which it addressed the needs of in-service teachers in terms of the teaching subjects. The result of the analysis revealed the following:

3.2.1 Small Proportion of In-Service Teachers were Trained

Analysis of the information extracted from the training reports (2015-2019) of the Ministry of Education, Science and Technology, PO-RALG, Tanzania Institute of Education (TIE) and Agency for Development of Education Management (ADEM) indicated inadequate provision of capacity building to in-service teachers.

This was evidenced by the fact that, based on the total available number of in-service teachers in both primary and secondary schools, the two Ministries (MoEST and PO-RALG) on average

targeted to provide capacity building training to only 18 percent of all in-service teachers at primary school level, particularly those teachers in pre-primary and lower primary (STD I-III) to impart them with 3Rs skills. At Secondary level, the target was to train 19 percent of all secondary school in-service teachers, particularly those teachers who taught Mathematics, Biology, English and Kiswahili subjects. The following sections provide details on the observed inadequacies:

(i) Small Proportion of In-Service Teachers were Trained at the National Level

Data for in-service teachers’ training at the national level were analyzed based on the targeted minimum number of 2 in-service teachers in lower primary grades in each school countrywide as established by MoEST and PO-RALG, and the target of reaching a minimum of 4 in-service teachers from each secondary school as established by STEP project. **Figure 3.1** provides the results of the analysis for both Primary and Secondary School:

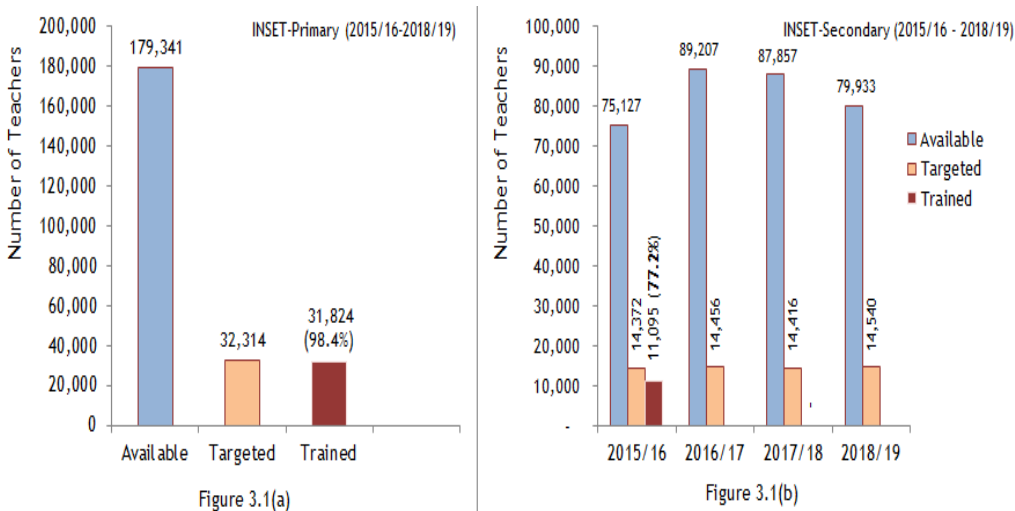


Figure 3.1: Training Status of Teachers at National Level

Source: Basic Education Statistics (2015-2018), Students-Teachers Enrichment Program (STEP Reports, 2016) and Training Reports from ADEM

Based on data from **Figure 3.1**, the audit team noted the following situations regarding to the provision of in-service training for Primary and Secondary school teachers:

Large Proportion of targeted Primary School In-Service Teachers were trained at National level

Figure 3.1(a) indicates that to a large extent the Ministries had managed to achieve the training targets. The figure shows that from the financial year 2015/16 to 2018/19, the two Ministries managed to train a total of 31,824 out of 32,314 primary school in-service teachers which is equivalent to 98 percent of the target. Despite this achievement of the targeted number of teachers, it was noted that the trainings were confined to in-service teachers teaching 3Rs subjects (STD I & II) in primary schools. The major setback of training at the National Level was that a large proportion of in-service teachers about 147,027 teaching other subjects, equivalent to 82 percent of 179,341 available primary school in-service teachers, were left untrained as shown in **Figure 3.1(a)**.

Few of the targeted Secondary School In-Service Teachers were trained from 2015/16-2018/19

Likewise **Figure 3.1(b)** shows that from the period covered under this audit, training for secondary school in-service teachers was only provided in the financial year 2015/16 under the STEP project which was among the Big Results Now (BRN) initiatives¹⁵. This is despite the fact that MoEST targeted to provide training to a minimum of 4 teachers teaching Mathematics, Biology, English and Kiswahili subjects from each school in the country.

Through the interviews held with the officials from PO-RALG and MoEST, the audit team noted that there was no continuation of the STEP program in the subsequent years due to the absence of sustainable plans to mainstream impact of this project.

However, in financial year 2017/18 and 2018/19 our audit team noted that there were capacity building interventions to train secondary school teachers under the support of Universal Communication Access Fund (UCSAF) and African Digital Schools (ADS). It was further noted that from these two interventions the actual trained number of secondary school in-service teachers were

¹⁵ STEP Project focused much in areas identified to have poor performance in Secondary School National Examination

297 and 1,300 in financial year 2017/18 and 2018/19 respectively. The situation in each region is as presented in **Figure 3.2**.

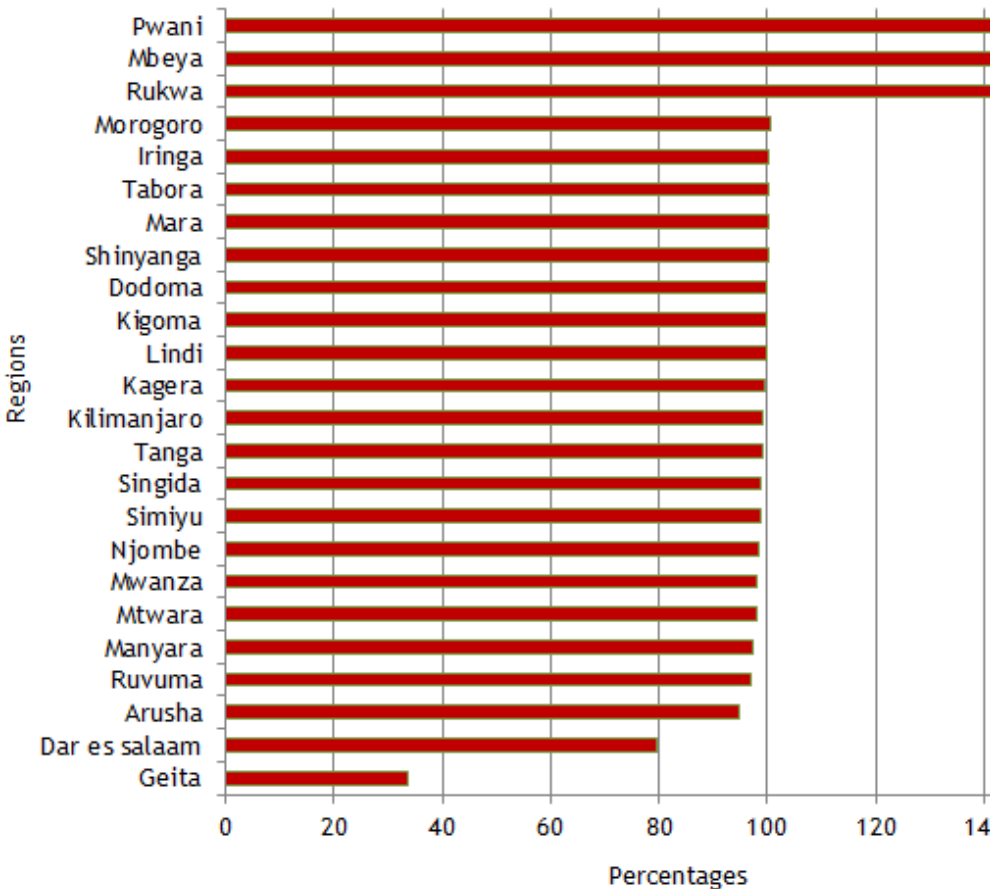


Figure 3.2: Extent of Training Coverage in Primary Schools
Source: Analysis of Information Extracted from Training Reports, 2020

Based on the given data, with exception of Geita region, the audit team noted that the target to provide capacity building training to primary school in-service teachers was achieved by an average of more than 80 percent nationally (**Figure 3.2**).

However, the audit team noted that there were discrepancies in the given information on in-service teachers' training data in primary schools at the national level as compared to data provided from the visited regions (**Figure 3.2** and **Figure 3.3**).

In addition, our audit noted replication of the training on 3Rs to in-service teachers provided in 3 regions namely Njombe, Songwe and Mbeya totaling to 4,309, 1,118 and 3,260 teachers respectively.

These trainings were provided under the support of UNICEF despite the same being provided under LANES project within the same period of time i.e. 2016/17- 2018/19. This indicates lack of coordination at National level for donor funded projects.

(ii) Inadequate number of Primary and Secondary School Teachers trained in the visited Regions

Furthermore, the analysis of data from the visited regions (**Figure 3.3**) indicates coverage in the provision of trainings to in-service teachers for primary schools in the visited regions. The figure points out that the Ministry of Education, Science and Technology through TIE and ADEM managed to achieve its targets in 2 out of 5 visited regions for primary schools which is equivalent to 40 percent while in secondary schools the target was achieved in only 1 region out of the 5 visited regions which is equivalent to 20 percent. Despite this, there were 3 notable regions in primary school level, namely: Arusha, Katavi, and Geta which did not achieve the target, while at secondary school level, with the exception of Katavi region, 4 other visited regions did not achieve the targets.

Moreover, our analysis of the data from Basic Education Statistics (BEST 2015-2018) and training statistics from the visited regions noted that to a greater extent the regions did not achieve the targeted number of in-service teachers for both primary and secondary schools.

Figure 3.3(a): Primary Schools

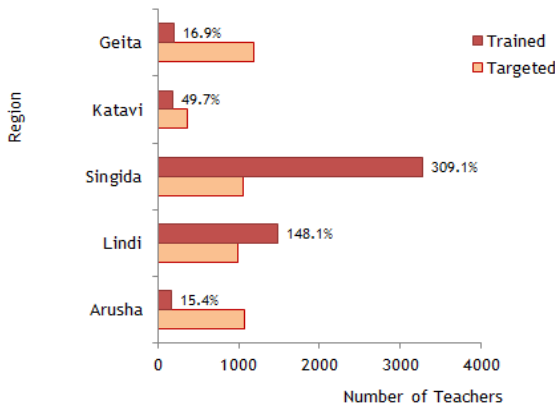


Figure 3.3(b): Secondary Schools

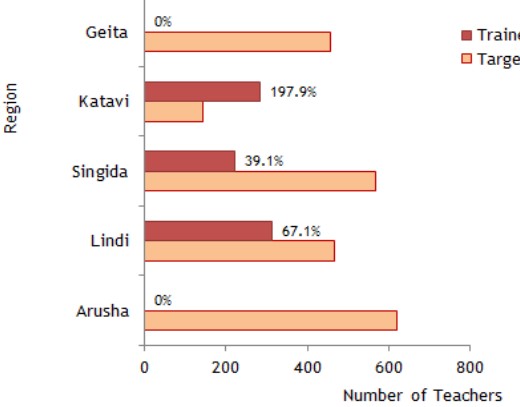


Figure 3.3: Status of Trained Teachers in visited Regions (2018/19)
Source: Basic Education Statistics (2015-2018) and Regional Education Reports (2015/ 16-2018/ 19)

Figure 3.3(a) illustrates the fact that unlike in the other 3 visited regions, MoEST managed to achieve the set targets for training in-service teachers in primary schools in Singida and Lindi regions. The situation was far different in the other 3 visited regions namely: Arusha, Katavi and Geita where the achievement was less than 50 percent.

The interviews held with responsible Educational Officers from Lindi and Singida regions indicated that the reason for over-achieving the targets in their regions at primary level was due to the fact that previously these 2 regions had records of underperforming and therefore more efforts were put-in through interventions such as EQUIP-T to encourage in-service trainings to teachers in order to improve their teaching skills.

Furthermore, for those regions where achievement was less than 50 percent the underperformance was due to the failure of the regional facilitators to train teachers at regional level. It was also caused by poor coordination of the regional facilitators during the implementation of the cascade model approach.

Training Targets were not achieved in 4 out of 5 Visited Regions for Secondary Schools

On the other hand, **Figure 3.3(b)** shows that with the exception of Katavi region where the target was achieved, the remaining 4 visited regions did not manage to achieve the targets. Also, the situation was worse in Arusha and Geita regions since none of these trainings to in-service teachers were conducted in the last four years.

Furthermore, interviews held with officials from PO-RALG and MoEST indicated that from the financial year 2016/17 to 2018/2019 at secondary school level, there were no nationally conducted training interventions to secondary school in-service teachers.

However, in Katavi, Lindi, and Singida regions the audit team noted the presence of regional initiatives to provide capacity building trainings to in-service teachers in secondary schools in the financial years 2016/17 to 2018/19. The audit team further noted that despite these initiatives, the officials did not communicate to PO-RALG to allow it to consolidate and update data at the national level.

Moreover, the audit team noted that the reason behind this dismal achievement of the targets in providing capacity building training to in-service teachers in secondary schools was due to ineffectiveness in the implementation of the training at school levels through the cascade approach as per the instruction from higher training levels. The audit team further noted that even the initially trained teachers in 2015/16 did not train their fellow teachers.

(iii) Inadequate number of Primary and Secondary School Teachers trained in visited LGAs

Through the review of training reports from the 5 visited regions and 10 LGAs, it was noted that few Education Administrators and in-service teachers at both primary and secondary schools were trained. This is contrary to the National Curriculum Framework (2015) which requires MoEST and PO-RALG to train Education Administrators at Regional, District and Ward levels in suitable pedagogical skills for successful implementation of the curriculum.

Figure 3.4 provides a summary of the number of in-service teachers' who were trained in both primary and secondary schools for the financial year 2018/19.

Figure 3.4(a): Primary Schools

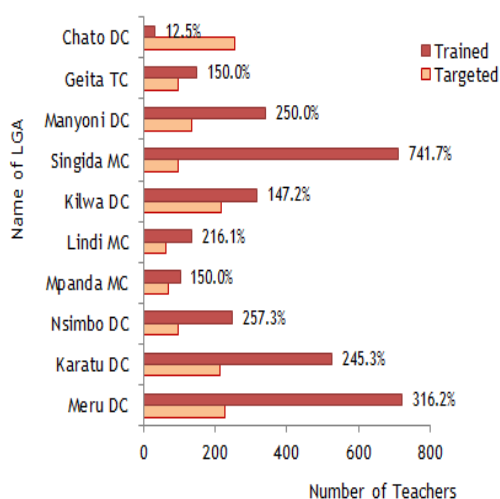


Figure 3.4(b): Secondary Schools

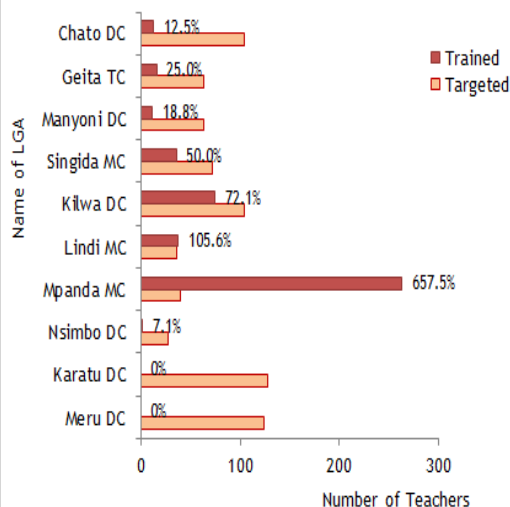


Figure 3.4: Status of Trained Teachers in visited LGAs (2018/19)

Source: Training Reports from the visited LGAs (2019)

Figure 3.4(a) portrays the fact that despite achieving the set targeted number of in-service teachers for capacity building training, only teachers in lower-class levels were trained leaving aside teachers in the other higher levels (*Refer: Section 3.2.1(a)(i) of this report for more details*).

Likewise, with the exception of 2 LGAs (Mpanda and Lindi MCs) out of 10 visited LGAs where the target to provide training to in-service teachers in secondary schools was achieved, the remaining 8 LGAs did not meet the target (**Figure 3.4(b)**). The audit team noted further that the failure to achieve these targets was attributed to the tendency for the in-service trainings in secondary schools to put more emphasis on a number of specific subjects which were provided with a small number of teachers.

Despite the stated status conditions, it was further revealed that Mpanda MC recorded 96 percent of secondary school in-service teachers who attended trainings. This was due to the fact that during this period the Department of Secondary Education at Mpanda MC organized internal trainings to capacitate teachers using the National Facilitators. These National facilitators are teachers from within the LGAs who have the ability to handle the identified difficult topics among themselves.

Similar analysis of training coverage for the administrators covering Education, Academic and Ward Education Officers was done, and the result is as presented in **Figure 3.5** below:

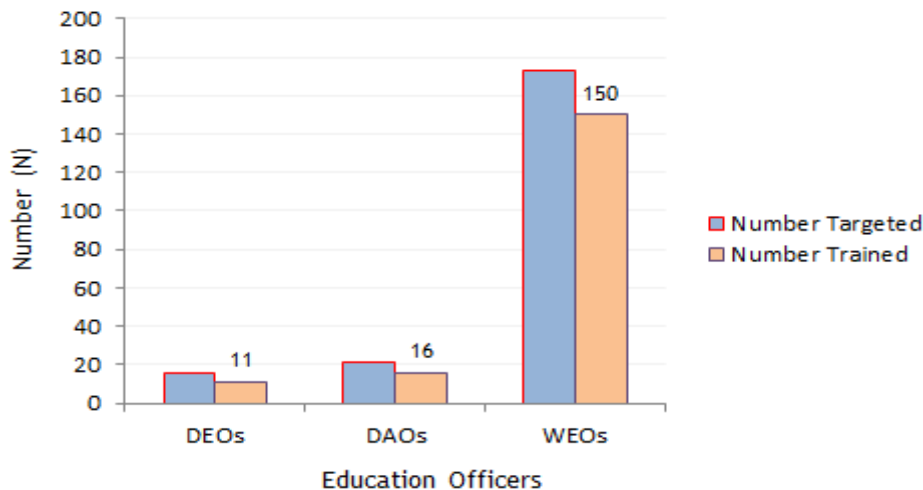


Figure 3.5: Trained Officials in visited LGAs (2015/16-2018/19)
Source: Analysis from training reports from the visited LGAs (2019)

Figure 3.5 shows the cumulative targeted number of Education Officers in all 10 visited LGAs. The figure further depicts that more than three quarter of the targeted number of officers in all cadres were trained.

3.2.2 In-service Teachers rarely received Continuous Professional Support

The Ministry of Education, Science and Technology (MoEST) through the Tanzania Institute of Education (TIE) is supposed to develop in-service training guidelines and training materials for orientation on effective curriculum implementation and supervision specifically when there is a revised or changed curriculum and is rolled out into the schools. The designed guidelines are required to include mentoring processes and the provision of learning modules and materials, with emphasis in new pedagogical strategies for the professional development of in-service teachers.

In addition to that, PO-RALG through its Education Offices at LGA level is required to develop teachers' training needs for designing school-based mentoring and professional support.

Through the interviews that were held with officials from MoEST and PO-RALG, it was noted that school-based mentoring and professional support to teachers as well as coaching and mentoring by Head Teachers were rarely done. This was indicated by the following:

(i) Professional Support through Quality Assurance Visits were rarely done

It was expected that during the routine quality assurance visits there should be intense professional discussions that could be held between teachers and Quality Assurance Officers to enhance both pedagogical and content skills.

Nevertheless, the interviews held with Quality Assurance Officials from 10 visited LGAs and selected teachers in visited schools indicated rare availability of sessions to discuss professional issues related to teachers' activities which were noted during the quality assurance visits in respective schools.

In addition, among the reasons stated by the Quality Assurance Officials was that Quality Assurance Officers were lagging behind in terms of the knowledge compared to teachers. This is because some of trainings were first provided to teachers before the Quality Assurance Officers. However, for situations that Quality Assurers had prior skills, time allocated for quality assurance activities was not enough to accommodate discussions and coaching for the identified areas for further improvements.

Consequently, this denied the Quality Assurance Officers the opportunity to effectively exercise their duties and eventually in-service teachers are rarely receiving professional support as expected.

(ii) Mentoring was rarely conducted by WEOs and Heads of Schools

Through interviews held with Education Officers from 10 visited LGAs, it was noted that Professional Support through mentoring specifically to inexperienced in-service teachers was neither formally structured nor consistently provided. The same was confirmed through the interviews held with a total of 40 Head of Schools and Teachers in the visited LGAs that the mentoring system for in-service teachers was not effectively operating.

The audit team further found out that only 4 out of 40 visited primary and secondary schools had interactions in such a way that less-experienced teachers were provided with professional support from head teachers and selected experienced teachers.

Despite the fact that in these schools there were mentoring programs for supporting other teachers yet their implementation had some observed weaknesses, for instance, interventions were not sustainably conducted to ascertain whether the mentee had overcome the existed professional needs.

Nevertheless, post-observation meetings were not consistently documented to help other high-level education officers such as Ward Education Officers and District Academic Officers to review and use them for improving the process.

The review of schools' logbooks showed that Ward Education Officers visited respective schools in their areas of jurisdiction to

check the development of various educational activities, but their activities did not involve coordinating professional support to teachers. Additionally, even the visits made by Ward Education Officers focused more on primary than secondary schools.

The reason for ineffectiveness or absence of mentoring programs is due to the fact that curriculum supervisors from school level to national level have not conducted a thorough need analysis for teachers to understand areas that need in-house or school-based intervention. It was also noted that there is no established guide or policy on how mentoring activities should be designed, conducted and reported to education decision-makers for further improvements.

Consequently, teachers' skills and abilities have remained outdated or rather lacking practical skills especially for the newly recruited teachers or less experienced teachers in teaching particular aspects.

3.2.3 Inadequate Distribution of Learning Materials to In-service Teachers

For effective implementation of training to in-service teachers, MoEST was expected through TIE to distribute learning materials to all schools (and in-service teachers) every time whenever the curriculum is revised or changed.

Through the interviews that were held with officials from TIE, it was noted that learning materials such as teachers' guide and teachers' self-learning modules for professional development were inadequately distributed.

(i) Inadequate Distribution of Self-Learning Modules to In-Service Teachers

Every in-service teacher requires self-learning modules to assist him/her to enhance both pedagogical and content skills for the effective implementation of the curriculum. In this case, TIE was expected to distribute self-learning modules to in-service teachers. It was further required to ensure that the School-Based Continuous Professional Development (SBCPD) modules are developed, printed and distributed to all primary school in-service teachers by December 2018. However, it was noted that for the period under

audit, TIE did not distribute adequate self-learning modules that accommodated changes that were made in the current curriculum.

The interviewed officials from TIE further indicated that in the financial year 2016/17 in collaborations with UNICEF, the institution managed to develop and approve teachers' learning modules for pre-primary, and lower primary grades (Standard I-III) for subjects related to 3Rs. It was noted that the approved modules were initially piloted in Njombe, Songwe, and Mbeya but they were not nationally distributed to enhance capacity building to other in-service teachers. Modules for the other subjects and higher grades in primary schools were also not prepared.

Moreover, the audit noted that TIE had not developed learning modules for secondary school in-service teachers. This was also confirmed through interview responses from education officials of the 5 visited regions and their respective LGAs. This is despite the fact that TIE had made changes to the primary and secondary schools curriculum from content to competence-based. As a result, in-service teachers had limited access to professional development connected to these changes.

Inadequate distribution of primary school self-learning modules was mainly associated with the absence of the set budget for the development and distribution of self-learning modules. However, the distribution of self-learning modules was limited to three regions that were the targets of the UNICEF funds.

(ii) Inadequate Distribution of Teaching and Learning Guidelines

MoEST was required to develop, print and distribute teachers' guide for all subjects to both primary and secondary schools. Despite the importance of teaching and learning guidelines in facilitating the delivery of subjects to students and in helping students to understand the subjects, it was noted that TIE had not managed to adequately distribute these guidelines countrywide. This was indicated by:

(a) Teaching and learning guidelines for Higher Grades Classes in Primary Schools have not been distributed

It was noted that for the period under audit TIE distributed learning and teaching guides for lower grades classes only at the primary school level which were mainly focused on Reading, Writing and Numeracy for lower grades leaving upper primary grades (Standard IV-VII) without any teaching and learning guides.

In addition to that, training materials and teaching modules for in-service teachers were not directly given to schools. Rather upon the completion of certain training interventions, training modules and materials were handed to the individual representative of the teachers who attended that training so that he or she may afterward cascade down the knowledge to other fellow teachers at the school level. However, there were cases where, after training, some teachers having these materials and self-learning modules were transferred to other schools.

As a result, the interviewed teachers revealed that they were teaching using their past experience, despite their acknowledgement on the changes in the curriculum. Inadequate planning and budgeting for this activity was noted to be the main contributing factor for this problem.

(b) Teaching and learning guidelines have not been distributed to Secondary School Teachers

Our review of performance reports from TIE, revealed that in-service teachers were not provided with the teaching and learning guidelines. This was also confirmed through the interviews held with officials from TIE, heads of schools and teachers in the 5 visited regions as well as those in 40 visited schools. Likewise, the visited secondary schools were found without the teachers' guides for the respective secondary school subjects for the purpose of enhancing teaching.

Interviewed officials from TIE indicated the absence of budgets for printing and distribution of teachers' guides (*Kiongozi cha Mwalimu*) was the main contributing factor. As a result, teachers were mainly using their past experiences in teaching despite the changes that have been made in the curriculum in 2015/16.

3.2.4 Capacity building did not cover all Teaching Subjects

Through the review of the training reports from PO-RALG and MoEST, it was revealed that training contents focused more on 3Rs rather than other teaching subjects. The review also showed that trainings were delivered more to in-service teachers mostly connected to teaching subjects at lower levels, the majority being in-service teachers for Standards I to IV.

Likewise, other subjects than Reading Writing and Numeracy for upper primary grades (Standard IV-VII) were partially found in some schools while in others they were not available. Teaching subjects that lacked teachers' guides in most of the primary schools included: Mathematics, Kiswahili and English. This is despite the poor students' performance in those 3 subjects in the last four years as per the report by NECTA.

However, our review of the Teachers' Education Support Program reports (TESP) which was implemented through the Government of Tanzania (GoT) and Canadian Government Contribution Agreement (CA), we noted that there were a total of 538 and 597 in-service teachers in primary and secondary schools respectively who received training specifically in Mathematics subjects from December 2019 to February 2020.

There were also, a total of 134 in-service teachers with special needs who received training on integrating assistive technology to support them in teaching. Not only that but also a total of 186 teachers, who were teaching students with special needs, were trained to provide them with skills to enhance their capacity in teaching those students.

In addition, it was noted that the implemented training programs did not take into account other commonly teaching subjects for both primary and secondary schools. Some of these subjects included social sciences subjects in primary schools, and Geography and History in secondary schools. Furthermore, other subject areas mentioned in secondary schools included newly introduced topics such as environmental economics and privatization in Economics subject, Accounting in Mathematics subject as well as "*Tafsiri na ukalimani*" in Swahili subject.

Table 3.1 provides a summary of the four in-service training programs implemented between the financial years 2015/16 to 2018/19. Based on all these four programs, the audit team noted that those training programs targeted specific subjects' teachers for both primary and secondary schools as shown in **Table 3.1**:

Table 3.1: Categories of Trainings Delivered in Primary Schools

Program Name	Main Objective(s)	Level of Education
LANES	<ul style="list-style-type: none"> Improved teaching and learning of 3Rs for ages 5 to 13 years; Improved Education Sector Management; and Increased community engagement in literacy and numeracy programs. 	Primary Education Teachers
EQUIP-T	<ul style="list-style-type: none"> Improving learning outcomes, particularly at early grades of primary education and; Building the capacity of teachers, head teachers and Ward Education Officers. 	Primary Education Teachers
TUSOME PAMOJA	<ul style="list-style-type: none"> Improving the Quality of Early Grade Basic Skills Instruction; Strengthening Skills Delivery Systems; and Increasing Engagement of Parents and Communities in Education. 	Primary Education Teachers
STEP	<ul style="list-style-type: none"> Strengthen in-service training (INSET) to teachers in secondary schools particularly in Science, Mathematics, and Language and Vocational subjects. 	Secondary Education Teachers

Source: Reports on the implementation of all education projects (2015-2018)

Furthermore, the audit team noted that the reason behind placing more focus in the provision of training to subjects related to 3Rs was due to the requirements of the donors to train in-service teachers for the mentioned teaching subjects.

Therefore, as a consequence, teachers who were not trained to teach these subjects lack pedagogical skills to enable them to facilitate learning in conformity with the current existing curriculum as well as emerging technological issues.

Capacity building provided did not cover all Professional Needs

The capacity building programs provided to in-service teachers have shown not to cover all teaching professional needs. Through the review of the respective program implementation reports and interviews held with officials from PO-RALG and MoEST, the audit team noted that the trainings provided to in-service teachers did not address other teachers' professional needs. **Table 3.2** illustrates the status of coverage for each of the training programs implemented for both primary and secondary schools.

Table 3.2: Training Contents of the Programs at National Level

Training Program	Teachers' Professional Needs Covered				
	Teaching Methodology	Subject Content	Assessment	Classroom/Learner Management	School Management
LANES	✓	✓	x	x	✓
EQUIP-T	✓	✓	x	✓	✓
TUSOME PAMOJA	✓	✓	x	x	✓
STEP	✓	✓	x	x	x

Source: Reviews of Programs' Documents (2015/16-2018/19).

In all the four training programs implemented in the country, the audit team noted the availability of the teaching methodology component that takes into account the use of the competence-based approach in teaching.

However, despite teachers being aware of the new teaching approach that is students' centred, the review of School Quality Assurance reports revealed ineffective implementation of this approach as per the requirements of the competence-based curriculum.

The main reasons noted for inadequate implementation of the new competence-based approach especially in primary schools were overcrowded classes and unfavourable teaching conditions, for instance requirements for early accomplishment of syllabuses which

in turn compels teachers to embark on an old content-based approach in teaching.



Photo 3.1: Overcrowded class of more than 150 students as observed by the audit team at Ukombozi Primary School in Geita Town Council (Photo was taken on 14th January 2020)

Further analysis showed that among the reasons for placing much focus on a few professional needs and teaching subjects were:

(a) Inadequate Planning for In-service Training

Despite being reflected in the Education Sector Development Plan (ESDP 2016/17-2020/21) of the Ministry of Education, Science and Technology, the operations of INSET in both MoEST and PO-RALG solemnly relied on donor-funded projects such as LANES, EQUIP-T and TUSOME PAMOJA.

However, through the review of Strategic Plan (2011-2016) of Tanzania Institute of Education, the audit team noted that one of the targets was to design and put into use the In-service Training Guides and Manuals for Pre-Primary, Primary, Secondary schools, and Teachers' Education¹⁶. Contrary to that, by the time of this audit, TIE had developed only In-service Training Manuals for teaching 3Rs in Pre-Primary schools. No manuals or frameworks for other aspects of the teaching profession for in-service teachers in both Primary and Secondary schools were developed.

¹⁶ TIE Five-Year Rolling Strategic Plan (2011-2016); Output 7

On the other hand, the audit team noted that they did not budget for other teaching professional needs such as assessments, pupils' evaluations and subjects' contents.

Likewise, the review of the Annual Operational Plans (2015/16-2018/19) of the 10 visited LGAs revealed that there was insufficient planning for trainings to be offered to in-service teachers. This was indicated by the absence of activities for the provision of capacity building programs in the LGAs plans.

Moreover, the audit team noted from the 3 visited LGAs namely Meru, Karatu and Nsimbo DCs that the prepared plans did not take into account components for the provision of trainings to in-service teachers, monitoring of mentoring activities, induction and other professional support such as teachers' guides, self-learning modules, and professional discussions. However, 7 out of the 10 visited LGAs were noted to have incorporated INSET components to some extent though not consistent for the period from 2015/16 to 2018/19.

Additionally, the audit team noted that despite the fact that LGAs inconsistently developed plans for capacity building to in-service teachers which basically inclined towards the provision of training only. There were no feedback mechanisms that tracked all the developed plans and targets in order to consolidate them at National level.

This was because PO-RALG did not have an established mechanism to pull together plans and targets of the individual LGAs for the provision of trainings to in-service teachers and eventually track the progress. Consequently, at the regional level, capacity building activities were conducted in secondary school specifically, but the information, statistics and progress were not known at the National level which actually impaired the chances of using lessons learned from regions to be shared with other regions and improve widespread teachers' capacity.

(b) Ineffective Implementation of Training Approach (Top-Down Cascade Model)

Through the review of the Training Report on Continuous Professional Development for 3Rs (ADEM, 2019), it was noted that the top-down approach used to provide training to in-service

teachers was not effectively implemented especially at lower levels. This is contrary to the requirements of ESDP which require MoEST to promote school-based in-service teachers' training to enable every school teacher to use child-friendly pedagogy in facilitating learning.

Considering a large number of teachers in public schools, the use of a top-down approach to train in-service teachers is considered to be a proper methodology since it provides the possibility of training a large number of in-service teachers down to school levels. However, the audit team noted that this model of training was not effectively implemented starting from Ward down to School levels.

The reasons behind the ineffective implementation of a top-down approach in training from Ward to school levels were less priority placed by the Ward Education Officers towards arranging, supervising, and monitoring the provision of these trainings at the school level. In addition, the audit team noted a disparity in the acquired knowledge which ultimately imparted teachers at school levels.

This disparity was noted to be due to the model used at higher levels of trainings which in one session teachers' trainees, officials and Quality Assurers from different regions were randomly placed in different groups and being trained by different facilitators. It turns out that different facilitators conveyed different messages to trainees which ultimately reached teachers at school levels.

Moreover, the audit team noted further that the time allocated for induction programs at the school level was not adequate compared to the time used to acquire the same knowledge at District and National levels. For instance, on many occasions, school-level facilitators used an hour or less to induce learned content to teachers which was acquired for 5 days of training at District and National levels.

The audit team noted that the failure to effectively implement the top-down approach to the intended in-service teachers resulted in differences in approaches that were used in the implementation of the curriculum, for instance; the commonly highlighted areas that were subjected to these differences include lesson preparation and student assessments.

3.3 Absence of Sustainable Strategies and Plans for Capacity Building to In-service Teachers

The Tanzania Education Policy (1995) requires PO-RALG and MoEST to ensure training and re-training for in-service teachers are compulsory. This was to ensure that there is continuous improvement in teachers' quality and professionalism.

Furthermore, Part 5.5.9 of Tanzania Education Policy (1995) requires the Ministries (MoEST, PO-RALG) to develop the teaching effectiveness of a serving teacher through planned and known schedules of in-service training programs. In this case, the Ministries were expected to have sustainable strategies and plans for the provision of capacity buildings to in-service teachers.

The sustainability of strategies and plans for the provision of capacity building to in-service teachers were assessed through three dimensions which are the presence of continuous professional development strategy, plans, budget, as well as the availability of developed guidelines and learning materials used for continuous training of in-service teachers.

Additionally, it was also measured based on the adequacy of design structures and processes for the provision of trainings to in-service teachers.

The analysis of information extracted from training and planning reports from PO-RALG, ADEM and TIE, indicated that the Ministries lack sustainable strategies and plans for in-service teachers as discussed in the sections below:

3.3.1 Absence of National Capacity-Building Strategy for In-service Teachers

Interviews with Officials at the Ministries (MoEST and PO-RALG) showed that MoEST which is responsible for the formulation of policies and guidelines for teachers' capacity building had not prepared the Teachers' Continuous Professional Development Strategy by the time of this audit.

Absence of the National Continuous professional development strategy was due to the fact that MoEST had not issued any circular

or policy guideline to guide in-service teachers' professional development, processes and structures for specifying the modalities and the management of capacity building of in-service teachers. Additionally, MoEST did not use the reviewed results of previously implemented Teacher's Development Management Strategy (TDMS, 2008-2013) to develop a continuous strategy for teachers' development.

Strategic Objective Number 2.5 of Teacher's Development Management Strategy (TDMS, 2008-2013) focused on ensuring sustainability and continued in-service teachers' training by its seven targets. This was the only strategic objective focusing on this area and its implementation was ended in 2013. Since then the Ministry of Education, Science and Technology did not prepare any provision of capacity building to other national continuous professional development strategies for in-service teachers after the phasing out of this strategy.

However, officials at MoEST and TIE indicated that the Continuous Professional Development (CPD) strategy was under development although the draft strategy was not presented to the audit team by the time of this audit.

Absence of In-service Teachers Development Strategy has resulted in the failure of the Ministries to include the aspects of in-service teacher's capacity building in the five-year Education Sector Development Plan of (ESDP 2017/18 - 2020/21), despite being a national educational development plan.

Consequently, due to lack of a policy guideline or CPD framework, teachers are employed and most of them start to deliver on their responsibilities without induction or mentoring on how best to deal with various professional challenges that they may face in their operations.

This was confirmed through the review of ESDP of 2017/18 - 2020/21, which showed that the strategy focused more on Pupil-Teacher Ratio (PTR); increasing enrolment of students at all education levels; improvement in teachers' deployment at all education levels, increase of enrolment of girl students in secondary education; and increase of teachers graduating from teachers' colleges.

Activities on in-service teachers' capacity building were left unfocused and thus unplanned for. The plan instead stated that teachers' capacity building activities would be done by the development partners, donors, and CSOs. Thus, the ESDP operational plan was also lacking this crucial aspect.

3.3.2 Inadequate Planning and Budgeting for Capacity Building Interventions

The Public Service Management and Employment Policy (PSMEP¹⁷, 1999) requires all Public Service Organizations to develop a training program based on the skills requirements. They were also required to allocate funds for the developed programs so as to meet the requirements of individual employees' personal and career development goals within the resources available. In this case, the Ministries were required to ensure that LGAs as the employers of teachers develop plans and allocate funds for the developed plans.

Through the analysis of the information obtained through a review of the planning reports from the two Ministries (MoEST and PO-RALG), it was noted that there existed inadequate planning and budgeting for the provision of capacity building to in-service teachers. The inadequate planning was indicated by the followings:

(i) *Lack of Comprehensive plans for In-Service Teachers' capacity building Interventions*

Despite the fact that among the priorities of the planned activities in the Ministry of Education, Science and Technology being to increase the opportunities and enhancing quality and standards of education and training at all levels, the reviewed planning reports from MoEST and PO-RALG, indicated inadequate plans for capacity building to in-service teachers at all levels.

As presented in section 3.2.2 (a) above, MoEST and PO-RALG lack operational plans to ensure effective implementation of the planned strategies. Similarly, reviewed annual operational plans from the 5 visited Regional Secretariats and 10 LGAs, revealed insufficient planning for the provision of capacity building to in-service teachers.

¹⁷ Revised on 2008

In addition, through the review of four Annual Educational Action Plans of MoEST for both Primary and Secondary Education Departments for the period from 2015/16 to 2018/19, it was noted that MoEST through TIE does not have plans for teachers' capacity building which comprehensively include other professional support to in-service teachers other than training.

Similarly, the reviewed 2015/16 - 2018/19 annual action plans of the Education Departments of PO-RALG had capacity building interventions for in-service teachers particularly training which were donor-funded projects which aimed at training teachers teaching pre-primary, class I, II and III for writing, reading and numeracy only while disregarding other in-service teachers teaching other subjects in both primary and secondary school level.

Despite the fact that Quality Assurance Officers under MoEST have the role to visit schools and provide professional support, the review of the annual quality assurance reports from 10 visited LGAs for financial year 2015/16-2018/19 showed that matters related to teachers' support were not included in their operational plans.

This is contrary to the Public Service Management and Employment Policy (PSMEP) of 1999 (revised in 2008), which requires all public institutions including PO-RALG through LGAs to prepare a Five-Year plan and annual training plan interventions based on the skills requirements. It is also against Article 91 (1) and 2(h) of the Public Service Principles of 2014 that require PO-RALG and MoEST through LGAs to prepare training requirements for in-service teachers.

Instead, the interviews held with officials from the Secondary Education Department indicated that teachers' capacity building trainings were provided on an ad-hoc basis. For instance, in 2015/16 the two Ministries (MoEST and PO-RALG) conducted trainings to a total of 4,544 which is 4.8 percent of all teachers in secondary schools. Trained teachers were the ones teaching science and language subjects.

The Ministries also conducted trainings to 19,300 out of 197,420 primary school in-service teachers equivalent to 9.8 percent. According to the interviewed officials, these were done to respond to the massive failure of students in the year 2012 national form four and two examinations; that necessitated the government to

conduct trainings to science and language subjects' teachers to enhance students' performance.

Furthermore, interviewed officials from MoEST indicated that, for primary school level, interventions available to capacitate in-service teachers were the projects funded by donors namely, Literacy and Numeracy Education Support (LANES), Education Quality Improvement Program (EQUIP-T) and TUSOME PAMOJA whereby all three programs focus on improving teachers' ability to teach 3Rs skills in pre-primary and lower primary school level.

Furthermore, the analysis indicated that the planned activities were mostly aligned to the implementation of training and monitoring in the teaching of 3Rs at primary level (Standards I to IV) and none were planned for other teaching professional skills in primary and secondary schools as described in section 3.2.2 above.

(ii) *Regional Secretariats did not regularly plan for in-service teachers' capacity building*

While PO-RALG was expected to ensure that planning for in-service teachers' capacity building interventions follows a bottom-up model, whereby the heads of schools start developing plans, followed by Wards, Districts and then the process continues up to the national level¹⁸, however this was not the case.

Through the review of the Annual Action Plans of Education Departments from Regional Secretariats, the audit noted that all 5 visited regions did not have comprehensive plans for capacity building for in-service teachers. In 3 out of 5 regions visited equivalent to 60 percent, there were plans for only training of in-service teachers.

For instance, 3 Regional Education Strategic Plans from Arusha, Singida, and Lindi regions showed that, the number of in-service teachers that would be trained by the end of specified time without clearly stating the strategies to attain the stated number.

The reasons mentioned by the interviewed Regional Education and Academic Officers was that Local Government Authorities did not

¹⁸ The Education Sector Development Plan of 2008 - 2017 and 2016/17 - 2020/21

submit the plans for teachers' capacity building to Regional Secretariats for consolidation, despite the LGAs being required by ESDP 2017/18 - 2020/21 to do so. ESDP 2017/18-2020/21 further requires Regional Secretariat Offices to consolidate LGAs plans and submit them to PO-RALG.

The interviews held with Regional Education Officers (REOs) indicated that Regional Secretariats did not make adequate efforts to demand LGAs to submit their plans for in-service teachers' capacity building. It was further noted that the plans prepared by LGAs were for their operational purposes and submitted to PO- RALG only when asked to do so. As a result, teachers' capacity building activities were not reflected in the Regional Secretariats plans and were left unplanned and unbudgeted for at all levels.

(iii) LGAs did not adequately plan for in-service teachers' capacity building

From the review of 2015/16 - 2018/19 Annual Education Office Action Plans for the visited 10 LGAs indicated that LGAs' plans were not adequately reflecting in-service teachers' capacity building interventions.

The audit team noted that this weakness was a result of the failure to conduct needs analysis at the Regional Secretariats, LGAs and National levels. ESDP requires the Ministry of Education, Science and Technology to ensure that plans for capacity building for in-service teachers are developed by considering the nature of the needs and the available demands. However, the audit team noted that needs analysis was neither thoroughly conducted by LGAs nor used for planning of the provision of in-service teachers' capacity building interventions.

This was also confirmed through interviews held by WEOs, Heads of School of the 10 visited LGAs, whereby in all 16 visited Wards, The Wards Education Officers indicated that apart from the work plans that they are obliged to prepare after attending training on 3R such as EQUIP-T and/or LANES they normally do not prepare the annual operation plans for the provision of training to in-service teachers and other forms of capacity building like mentoring to support teachers development. Similarly, 26 out of 28 Heads of School equivalent to 92.8 percent indicated the same.

(iv) *Absence of plans for the provision of Induction Courses and Continued Mentorship Program to in-service teachers*

Upon the first appointment in teaching, the good practices to ensure sustainable capacity building to in-service teachers is through the provision of induction courses and continual mentorship and learning to individual teachers. These assist teachers to acclimatize to the teaching environment.

Interviews held with officials from the visited Regional Secretariats and LGAs; we noted that PO-RALG lacks the system and plans for the provision of induction courses for the teachers. This was confirmed through interviews held with WEOs and sampled teachers and heads of schools in the visited wards and schools.

As a result, the fewer implemented capacity building programs did not comprehensively address the teachers' actual needs as clearly detailed in section 3.2.2 (b) above.

3.3.3 Absence of Sustainable Funding mechanism for the provision of trainings to In-Service Teachers

The Public Service Management and Employment Policy (PSMEP) of 1999 (revised in 2008) require PO-RALG to ensure LGAs have plans and budgets for in-service teachers' capacity building interventions. However, the review of budget reports from PO-RALG, MoEST, RS and the visited LGAs indicated the absence of funding mechanisms for the provision of capacity building programs to in-service teachers, but it was noted that teachers' trainings in LGAs were mainly funded by the donors. The situation at different levels is as presented below:

(i) *Absence of budgets for the provision of Capacity Building at the Ministries*

It was noted that from the financial year 2015/16 to 2018/19, the Ministries did not allocate a budget for the provision of capacity building to in-service teachers. Instead, funding for capacity building to in-service teachers relied on external sources and was only allocated to the training of few in-service teachers as discussed above. Issues related to the provision of self-learning modules for teachers, induction and mentoring were neither budgeted nor

allocated any funds. **Table 3.3** gives a summary of the funds allocated for the provision of training activities under the Ministry of Education, Science and Technology between the financial years 2015/16 and 2018/19.

Table 3.3: Funds allocated for In-service Trainings

Financial Year	Budget allocated (In Billion TZS)	Training Activity	Source of Funds
2015/2016	5.4	Preparation of training materials and plan for training	External Source (GPE-LANES)
2016/2017	7.0	Provision of Training for Trainers of Trainers and to cascade down to Grade I-III teachers	External Source (GPE-LANES)
2017/2018	5.3	Provision of In-service Training for Pre-Primary, and Grade I-II teachers on the revised curriculum	External Source (GPE-LANES)
	2.2	Provision of In-service Training for Grade I-IV teachers on Special Need Education	External Source (GPE-LANES)
2018/2019	NIL	NIL	

Source: Budget for the Ministry of Education, Science and Technology (2016/17-2018/19)

Table 3.3 shows that in the last three years MoEST had set a total budget of TZS 7.5 Billion for INSET but basically they were directed to the training of pre-primary and grade 1 to 4 teachers on 3Rs and there was no budget allocated for other kinds of interventions which would eventually contribute to enhance the capacity of in-service teachers. The budgets were also based on primary schools.

This is contrary to the provision of Secondary Education Development Strategy-II; which requires the Ministries (MoEST and PO-RALG) to initiate, develop and mobilize resources for capacity building for both primary and secondary schools in-service teachers.

The reason for the absence of budget was due to the fact that there were donor-funded projects like LANES, EQUIP-T and TUSOME PAMOJA which among other elements allocated funds for in-service teachers.

Likewise, the absence of budget for capacity building for in-service teachers is also due to the fact that the Education Sector Development Plan of 2017/18-2020/21¹⁹ has stated that in-service teachers' capacity building in the country would be supported by the Development Partners and CSOs. Thus, the government ended-up depending on donors for capacitating its in-service teachers.

Reliance on donor funding has the possibility of limiting the sustainability of the impact of the provided capacity building trainings to in-service teachers.

(ii) Inadequate budgets for the provision of the Capacity building at TIE and ADEM

The review of budget allocation and training reports from Tanzania Institute of Education indicated that in financial year 2015/16 and 2016/17, funds were set aside and allocated for in-service training amounting to TZS 1.0 Billion and TZS 11.9 Billion respectively.

However, in 2017/2018 and 2018/19, TIE did not budget for in-service training and therefore there was no amount allocated for in-service teachers training in the two financial years.

The reasons for TIE not having budgeted funds for training in financial years 2017/18 and 2018/19 was due to the fact that the responsibility to conduct training to in-service teachers was commissioned to ADEM and therefore funds amounting to TZS 25.4 Billion for these two years were allocated to them.

Table 3.4: Budgets for Training at TIE and ADEM (In Billions TZS)

Financial Year	TIE		ADEM	
	Budgeted amount	Actual Amount	Budgeted Amount	Actual Amount
2015/16	1.1	12.3	0	0
2016/17	1.0	11.9	0	0
2017/18	0	0	26.4	25.4
2018/19	0	0	0	0

Source: Training reports from TIE and ADEM

¹⁹ Page 13 of the Education Sector Development Plan (2017/18-2020/21)

Table 3.4 shows that in the first two financial years 2015/16-2016/17, TIE planned and utilized a total of TZS 24.2 Billion for training but the case was different in the two subsequent financial years when no funds were allocated for the same. On the other side, ADEM budgeted and spent TZS 25.4 Billion on training for in-service teachers in 2017/18 and in 2018/19 neither of the two budgeted for in-service training.

The inconsistency in the budgeting and allocation of funds at TIE and ADEM was due to the fact that the responsibility to coordinate and provide in-service training was initially placed under TIE which conducted trainings in collaboration with PO-RALG in 2015/16 and 2016/17, but in the following years the responsibility was commissioned to ADEM, and therefore funds were then redirected to it.

(iii) Absence of Budgeted Funds for Capacity Building Trainings to In-service Teachers at LGAs

Through the review of the Annual Operational Plan from the 5 visited Regional Secretariats (RSs) and 10 LGAs, the audit team noted that despite receiving more than half of the budgeted amounts in respective basic education sections, none were allocated to cater for the services related to the provision of capacity building training to in-service teachers.

Figure 3.6 indicates an annual average percentage of the funds received as part of allocated budgets in all visited LGAs in Primary and Secondary Education sections from the financial year 2015/16 to 2018/19. The analysis from the figure indicates that an annual average of the received actual funds amount to more than 65 per cent to all visited LGAs. See **Appendix 4** of this report for more details on the budgeted and actual received amounts in each of the 10 visited LGAs.

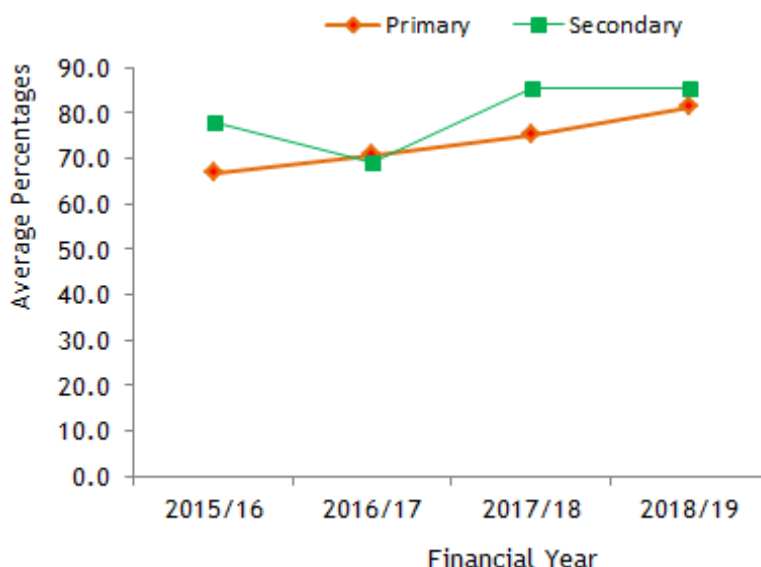


Figure 3.6: Percentages of Funds Received in all visited LGAs

Source: Budgets from respective Departments in visited LGAs (2015/16-2018/19)

It was further noted that the reason behind the non-allocation of funds for the provision of capacity building training was due to lack of priority set in respective LGAs.

Moreover, it was revealed that despite inclusion for the activities on the provision of capacity building training, these activities often were not considered due to minimal provided budget ceiling and, therefore, were left to be mainstreamed in the existing donor-funded projects.

However, in all 10 visited LGAs, the audit team was not provided with evidence to confirm the inclusion of these activities in their respective budget estimates even at preliminary stages of budget preparations.

3.3.4 Inadequate Structures and Processes for provision of Training to In-service Teachers

Interviews held with officials from the Ministries, and 5 visited RSs and 10 LGAs, indicated that Ministries had not adequately developed guidelines, learning materials, programs and structures for effective provision of trainings to in-service teachers. This was indicated by the following:

(i) Absence of Developed National Training Guidelines

The Education Sector Development Plan (2016/17-2020/21) requires MoEST to develop and disseminate guidelines for the provision of capacity building trainings and support to all in-service teachers. MoEST is also required to ensure that developed guidelines are utilized by the implementers during the preparation and provision of trainings.

From 2015/16 to 2018/19 MoEST has not developed the National Guidelines for the provision of training to in-service teachers. This would be used to ensure that the Continuous Professional Development to in-service teachers is done covering all teaching subjects and other needed teaching professional skills.

The interviews held with Officials at MoEST and PO-RALG indicated that the absence of the National Guideline for Continuous Professional Development (CPD) that would ensure the sustainability of the capacity building programs was due to lack of continuity of the previous program commonly known as Teachers' Development Management Strategy (TDMS) that ended in 2013.

The absence of CPD for teachers has brought about the provision of capacity building interventions in a more reactive approach focusing on limited scope in terms of coverage, teaching subjects covered and other professional needs for teachers.

Inadequately Developed Training programs and Learning Materials

The Tanzania Institute of Education Establishment Act No. 13 of 1975 (CAP 142 R.E. 2002) requires Tanzania Institute of Education to design, develop and review training programs provided to in-service teachers including the development of learning materials such as books and manuals.

Interviews held with officials from TIE working under the centre for curriculum training indicated that in collaboration with UNICEF they developed the national guideline for Continuous Professional Development for in-service teachers.

This guideline was to be used by all other programs meant for in-service teachers. However, the guideline has not been approved for use by the Ministry and other education stakeholders. In response to this, the officials from the Ministry of Education, Science and Technology indicated that CPD is in the final stage of approval. However, the officials could not provide any document to the audit team to substantiate this response.

Regarding to the review of the training program for in-service teachers, the officials mentioned that they were involved in the development and reviewing of the guidelines for the trainings initiated by TIE related to curriculum changes.

(ii) Inadequate Distributions of learning materials and Supporting training guidelines

For effective implementation of trainings to in-service teachers, MoEST was expected to ensure training materials for all programs were developed, reviewed and disseminated to the users.

For the LANES program, MoEST was required to develop, print and distribute National 3Rs implementation guides to all education managers and curriculum implementers (REOs, DEOs, WEO, Quality Assurers and Head Teachers) together with teachers by the end December 2016. It was required to ensure that School-Based Continuous Professional Development (SBCPD) modules were developed, printed and distributed by December 2018.

Through the review of the LANES program implementation report, it was noted that the training guidelines and learning materials were not adequately printed and disseminated as required by the individual program documents. In the visited LGAs, training modules were partially found in some schools while in others they were not available.

The reason for this is that training materials and teaching modules for in-service teachers were not directly given to schools rather upon the completion of certain training interventions training modules and materials were handed to individual representatives of teachers who had attended that training so as he or she may afterward cascade knowledge to other fellow teachers at school level. But, there were cases of teachers being transferred from one school to another and so do the materials and modules.

3.3.5 Absence of Sustainable Structures for provision of trainings to In-service Teachers

To improve teaching practices, the Education Sector Development Plan (ESDP 2016/17-2021/22) emphasizes the availability of a process to ensure a school-based quality assurance system to monitor in-service teachers and overall school performance. Furthermore, Strategy III under Component III of the ESDP requires MoEST to realize school-based INSET through improved coordination and providing resources in terms of finance and human resource to Teachers' Resource Centers (TRCs).

Interviews held with District Education Officers and Ward Education Coordinators and observation by the audit team revealed that there are no operating systems and structures that facilitate the provision of in-service training to teachers at school levels. This is manifested as follows:

(i) Malfunctioning Teachers' Resource Centres (TRCs)

The audit team observed the absence or malfunctioning of the available Teachers' Resource Centers (TRCs). These Teachers' Resource Centers were supposed to be utilized to ensure effective realization of the used structures and processes i.e. Cascade Model of the provision of capacity building training to in-service teachers.

In the 5 visited regions, the audit team noted that the available Teachers' Resource Centers in most of the regions were not operating to serve as centers for in-service training. Most of the buildings were used for other unintended uses like tuition centers, and stores. **Photo 3.2** presents examples of the TRCs that were used for other purposes:



Photo 3.2(a): Teachers Resource Center (TRC) Block at Karatu DC (Arusha) currently used as school storage.



Photo 3.2(b): Operating TRC (Nyerere TRC) at Singida MC currently operating as Municipal's meeting venue and Qualifying Test (QT) Center.



Photo 3.2(c): TRC Building at Chato DC which has been turned into a printing center for the Council.



Photo 3.2(d): TRC building at Geita TC which is being used as a tuition center for secondary school students.

Similarly, the audit team noted that a significant number of Teachers' Resource Centers (TRCs) were not functioning for various reasons. Table 3.5 below presents the available TRCs in the visited LGAs:

Table 3.5: Available TRCs in visited LGAs

Name of LGA	Number of available TRCs	Number of non-Functional TRCs
Meru DC	4	3
Karatu DC	2	2
Lindi MC	2	2
Kilwa DC	5	5
Geita TC	2	2
Chato DC	6	6
Mpanda MC	5	5
Nsimbo DC	2	2
Singida MC	1	1
Manyoni DC	3	3

Source: Ministry of Education: Quality Assurance Reports at visited LGAs (2019)

Table 3.5 shows that in all 10 visited LGAs, there were a total of 32 TRCs of which only 1 TRC named Leganga TRC at Meru DC was observed to operate and support activities related to in-service teachers' trainings as intended. **Photo 3.3** shows Leganga TRC and in-service teachers' activities that were carried out.



Photo 3.3(a): Leganga TRC Building as observed at USA River Ward (Meru DC).



Photo 3.3(b) Improvised teaching aids used by in-service teachers attending TRC for capacity building

Officials from ADEM, TIE, PO-RALG, Ward Education Officers (WEOs) in the visited LGAs stated that the absence of staff allocated specifically to coordinate and facilitate the operation of these TRCs was the main cause for the malfunctioning of the centers. The interviews with Ward Education Officers in the visited wards highlighted that the previously appointed personnel to coordinate TRCs were later on re-allocated to serve other educational posts and most of them were further appointed as Ward Education Officers.

(ii) *Ineffective implementation of the Approach for School-Based Capacity Building process*

The analysis made by the audit team indicated that the cascade model approach used is not well-functioning at school levels. As presented in section 3.2.2 above, that the trainings were not conducted at school levels for various factors. Among the factors mentioned were the absence of enforcement mechanisms and motivation (incentives) to ensure that trained teachers would train their colleagues.

Additionally, there was no specified timeframe in the normal school timetable for school-based training among teachers. Head teachers in most of the schools organized these trainings to take place after ordinary working hours which made it difficult for teachers to fully attend due to other commitments; hence teachers could not fully concentrate on what was being delivered.

Consequently, trainings scheduled to run for four to five days were quickly delivered in a day or two utilizing one to two hours per day which significantly reduced the validity of the content delivered.

3.4 Effectiveness in the Implementation of Planned Capacity Building Activities

The effectiveness of the implemented capacity building programs to in-service teachers was assessed based on the proportion of teachers that have accessed trainings from the time they were employed, and also in terms of meeting the need of the teachers.

Furthermore, through the interviews and review of training reports from PO-RALG, MoEST, the visited RSs and 10 LGAs, it was noted that the Ministries did not effectively implement the capacity building to in-service teachers. This was indicated by the following:

3.4.1 Few Teachers had access to Capacity Building interventions

Part 5.5.9 of Tanzania Education Policy (1995) requires the Ministries (MoEST and PO-RALG) to ensure that in-service teachers are regularly exposed to new methodologies and teaching approaches matching with the ever changing environment. They were also required to develop teaching effectiveness of in-service

teachers through planned and known schedules of in-service training programs.

However, as detailed in Section 3.2.1 above, the Ministries have managed to provide capacity buildings to only 20 percent of primary school in-service teachers for the past four years. The percentage of trained in-service primary teachers decreased from 17 percent in 2015/16 to 2 percent in 2018/19.

As per the details in section 3.2.1 above, less than 15 percent of secondary school in-service teachers were trained in 2015/16. None of the secondary school teachers attended any capacity building interventions from 2016/17-2018/19, despite that, almost three years have elapsed.

Low priority on the capacity building programs to in-service teachers as well as the inadequate planning were the main causes for having few in-service teachers trained. As a result, in-service teachers lack adequate competence particularly in the implementation of the current revised competence-based curriculum.

3.5 Effectiveness in Monitoring of in-service teachers Capacity Building

The ESPD of 2008-2017 and 2017-2022 requires MoEST and PO-RALG to oversee the provision of in-service teachers' training and professional development through the Inter-Ministerial Education Committee (IMSC). The Committee was required to review the performance of education sector programs and projects.

The audit team noted that the Ministries have not effectively monitored the interventions and programs for the provision of capacity building to in-service teachers. The ineffectiveness was indicated by the following:

3.5.1 Absence of Monitoring Guidelines for Assessing the Level of Implementation of capacity building to In-Service Teachers

MoEST has a monitoring plan designed for the financial years 2016/17 to 2020/21 to guide all monitoring activities. However, the review of the monitoring plan shows that the plan is only focusing on monitoring LANES activities and not in-service training in its broad sense. This implied that other capacity building interventions

such as EQUIP-T, and TUSOME PAMOJA are not included in the monitoring plan.

The interviewed officials from MoEST pointed-out that the main reason for the non-existence of other interventions in the monitoring plans were that those interventions were not well coordinated between MoEST and PO-RALG. This was further manifested by the fact that LANES was coordinated between the two ministries and there were program coordinators in both ministries. However, EQUIP-T and TUSOME PAMOJA were coordinated only by PO-RALG, and MoEST was not directly involved in these two interventions.

3.5.2 Inadequate preparation and Use of KPIs

As described in the Education Sector Development Plan (ESDP 2016/17-2020/21) that the Ministries were required to set Key Performance Indicators (KPIs) for monitoring the performance of education interventions. They were expected to use the developed KPIs to track the main outcomes and to be directly related to the agreed strategic education outcome. Through the interviews held with the officials from PO-RALG and MoEST and review of monitoring reports and meeting minutes of the Technical Working Groups from PO-RALG and MoEST, the audit team noted that there were inadequate development and ineffective use of KPIs as detailed below:

(i) Absence of developed general KPIs for Monitoring Teachers' Capacity Building Activities

Besides being mentioned in the ESDP as one of the priorities of the education sector, the review of ESDP and monitoring plan for MoEST and PO-RALG revealed that the Ministries had not developed comprehensive KPIs that specifically monitored the achievement of the provision of capacity building to all in-service teachers.

Instead, there were identified Key Performance Indicators for only LANES project which were adopted from LANES program documents which basically intended to measure achievement of capacity building to teachers who only taught lower primary school classes on literacy, Numeracy and Arithmetic.

This was contrary to its Monitoring and Evaluation Plan for the period 2016 to 2021 that called for the Ministry to identify key performance questions and parameters to monitor the performance of the projects and comparing them with the set targets.

Reasons for the non-existence of Key Performance Indicators for measuring the achievement of other interventions was associated with the fact that at the primary level there was only capacity building on 3Rs and there was no any other capacity building that addressed other subjects. Likewise, at the secondary level there has been no any capacity building interventions since the financial year 2015/16.

Absence of general KPIs on the provision of in-service teachers training basically crippled the operations of education decision making organs like Education Sector Development Committee and Technical Working Groups to determine how effective trainings offered to in-service teachers were in order determine the ways through which future trainings could be improved.

(ii) The programs KPIs were directly linked to the strategic education outcomes

The Ministries were expected to ensure that the developed KPIs from INSET programs were linked to the strategic education outcomes for INSET. The audit team analysed the KPIs for the sampled 3 programs to see if they were linked to the educational outcomes. The result of the analysis is as presented in **Table 3.6** below:

Table 3.6: Linkage of Program KPIs to intended INSET Outcomes

National Intended output for INSET from ESDP	Program KPIs Linked to National intended output		
	LANES	EQUIP-T	TUSOME PAMOJA
Teachers receive regular support and in-service training, in priority areas in line with their needs and education system priorities.	Increased teacher Skills for Teaching 3Rs Improved methodology for teaching and learning 3Rs	Not Provided	Not Provided
Staff are qualified, equipped with hard and soft skills, undergo continuous competency upgrading and are motivated to perform.	16,000 STD I and II Teachers trained on 3Rs curriculum 514 National Facilitators and Tutors for training of STD I&II Teachers trained 14,000 Pre-primary Teachers trained on 3Rs curriculum by June, 2016	Not Provided	Not Provided

Source: Auditors' Analysis of information extracted from individual program document and ESDP, (2019)

Table 3.6 shows that LANES project had KPIs which were linked with intended education outputs as per ESDP however; the programs' documents indicating the availability of the KPIs for TUSOME PAMOJA and EQUIP-T programs were not provided for audit scrutiny during the performance audit to link-up specific KPIs from these projects with intended Education outputs as described in ESDP.

3.5.3 Monitoring & Evaluation Results did not adequately Address the Challenges of In-Service Teachers

During the monitoring of training activities offered to in-service teachers, MoEST was required to hold joint field visits involving Senior Education Officials from MoEST and PO-RALG together with selected education stakeholders once a year to review the implementation of teachers' capacity building activities. After the

completion of the Joint field visits, they were required to share the reports at the end of each year with the key stakeholders.

The audit indicated that the Ministry managed to conduct 3 out of 4 field joint visits from 2015/16-2018/19. The review of Joint Monitoring reports of 2017 and 2018 revealed weaknesses in the provision of in-service training. The areas that needed improvements include the provision of in-service training to non-science subjects' teachers, absence of in-service capacity building on inclusive education, for instance, the provision of training for the management of learners' behavioural development.

The reasons for the above-mentioned weaknesses were attributed to the absence of in-service training plans and framework from school level to the national level. In turn, most teachers were reported to have inadequate knowledge on how to implement the new competence-based approach in teaching. Consequently, they tended to produce pupils and students who graduated with more theoretical knowledge with limited skills to help them use the knowledge they have gained.

Although the weaknesses noticed during the Joint Field Monitoring were expected to be discussed and resolutions made in a Joint Education Sector Review, the review of the Joint Education Sector Review report indicated that resolutions on how to curb challenges noticed in the joint monitoring were not made.

The interviewed officials at MoEST pointed-out that the reasons as to why the Joint Education Sector Review did not properly address the weaknesses noted in the monitoring reports were due to the fact that in most cases the attendance to the meetings was regularly delegated to members with varied level of information of meetings and cooperation, including having little decision making powers.

3.6 Effectiveness in the Coordination of Stakeholders Dealing with Provision of Capacity Building to In-Service Teachers

In the provision of capacity building to in-service teachers both MoEST and PO-RALG were responsible for effective coordination of the key education stakeholders including institutions and offices as reiterated in ESDP II. PO-RALG was also required to facilitate the attainment of key targets for Basic and Secondary Education through the coordination of regions and LGAs.

The effectiveness of the coordination was measured based on the availability of functioning coordination mechanisms at all levels of operations and effectiveness in the communication and sharing of information. However, through the interviews held with the officials from the Ministries and institutions²⁰, it was noted that there was ineffective coordination of provision of capacity building to in-service teachers as detailed below:

3.6.1 Ineffective functioning of Coordination Dialogue Framework

The Ministry of Education, Science and Technology in collaboration with the Presidents' Office - Regional Administration and Local Government were expected to take full responsibility to ensure communication, the flow of information, and constructive engagement in planning of the activities related to training of in-service teachers (Education Policy, 1995).

It was noted that the coordination was done through the dialogue frameworks. At the national level, these frameworks include Technical Working Group (TWG) and Education Sector Development Committee (ESDC); and through the Joint Monitoring Visits and Joint Education Sector Review (JESR).

Similarly, at the Regional and LGAs levels, the coordination was done through the Regional Education Review conducted once in a year. The audit noted that all of these dialogue frameworks had their Terms of Reference guiding their functions.

Despite the availability of a well-coordination mechanism through these established organs for discussing and deliberating on issues in the education sector at the Ministry level; reviewed quarterly reports of Technical Working Groups and Education Sector Development Committees (*TWGs and ESDC: 2015-2018*) indicated the presence of ineffective coordination at all levels of operations.

This was due to the fact that their meetings were not regularly being conducted as they were supposed to seat on a quarterly basis. Furthermore, it was noted that the matters related to INSET were

²⁰ Tanzania Institute of Education (TIE), Teachers Service Commission (TSC), Agency for Development of Educational Management (ADEM), Regional Secretariats (RSs), and Local Government Authorities (LGAs)

not well discussed and deliberated in the few meetings that were conducted.

Through the review of reports from the Education Sector Development Committee (ESDC, 2015-2019) and minutes of the meetings from the Technical Working Groups (TWGs; 2015/16-2018/19) the audit team noted that there were completely no quarterly meetings that were held from the financial year 2015/16 to 2016/17.

In addition, issues related to achievements of the on-going capacity building interventions were partially discussed in these meetings. The review further indicated that in the first two financial years (2015/16 and 2016/17) the meetings were not held but in the past two financial years (2017/18 and 2018/19) the meetings were held and the INSET component was discussed though not consistently in all meetings.

The interviewed officials from MoEST and PO-RALG also indicated that these meetings were not regularly conducted because there was no enforcement mechanism that obliged them to seat and report their deliberations to ESDC.

The audit team further noted that even in these meetings which were held at least once per quarter, the issues related to training of in-service teachers were not prioritized in discussions, and their deliberations in the higher-level coordinating organs such as the Joint Education Sector Review for improvements were limited.

Presence of uncoordinated in-service teachers' capacity building programs

Section 5(g) and (k) of the Teachers' Service Commission Act No. 25 of 2015) requires PO-RALG in collaboration with Teachers Service Commission (TSC) to coordinate in-service teachers' training programs.

Interviews held with officials from PO-RALG, MoEST, TIE and ADEM indicated that there were some programs that were implemented without involving or notifying the key stakeholders to play their roles. This was also confirmed through the review of the report of the Joint Education Sector Review Working Session (2018). The report indicated the presence of Civil Society Organizations (CSOs)

which had been providing different types of trainings to in-service teachers.

Similarly, the interviewed officials from TIE confirmed that most of these programs were moderated without informing responsible TIE officials who were mandated by the Tanzania Institute of Education Act No. 13 of 1975. The mandate of TIE includes reviewing the training contents, training materials issued to teachers as well as supervising its implementation as an operating arm of MoEST on the matter related to the provision of capacity building to in-service teachers.

The audit team noted that different types of training were undertaken by different CSOs in the last four years to capacitate teachers in different areas but these trainings were not approved by TIE despite the requirements that CSOs should seek the approval of TIE before embarking on these interventions. **Appendix 5** summarizes details of the capacity building programs conducted in different regions.

The interviewed officials from PO-RALG indicated that the reasons for these trainings to be implemented without involvement of TIE was due to the fact that these trainings were basically targeting specific regions or LGAs, and therefore arrangements were made between respective Regional Secretariats or LGAs and in few occasions PO-RALG was involved and granted them permission to carry out training in those areas.

Consequently, the trainings issued were lacking uniformity due to the fact that the modules used did not receive the prior approval of TIE. This ultimately resulted into having different methods of teaching and understanding of the key issues in teaching, including lack clear consensus between teachers and quality assurers on areas such as lesson planning and students/pupils' assessment.

3.6.2 Ineffective Mechanism of Sharing Information among Stakeholders

For effective and efficient operation of in-service trainings, it is imperative that implementing agencies do share appropriate and relevant information to strengthen both the planning and implementation of training to in-service teachers.

During the audit, it was found out that there was no strong link between the planners for in-service trainings coordinated by TIE and ADEM and quality assurance officers who actually had the responsibility of overseeing teachers' activities at the class to see whether trainings provided to teachers were valid and relevant. The quality assurance officers have the crucial role of seeing the results of teachers' profession gaps and check the effectiveness of the implementation of the trainings.

However, the Quality Assurance Officials commented that Quality Assurers are merely invited to attend the training as other teachers and there was no prior consultation to allow them to provide inputs on training content based on their work.

Additionally, there was no evidence provided by TIE to show that the design of the trained materials, model and activities took into consideration issues raised by quality assurers. This is due to the fact that there was no practical platform that was established for the sharing of information between quality assurers and other education managers or implementing agencies.

Review of the training reports prepared by TIE and ADEM showed that Quality Assurance Offices were neither saved with the report nor were they part of the national facilitating team during the trainings.

The absence of close sharing of information between these entities resulted from the absence of a formal platform and un-established dialogue structure that could bring together the entities on matters related to INSET.

Consequently, Quality Assurance Officers reported conflicting opinions between them and teachers during their operations, in circumstances where teachers seemed to be more up to date in their knowledge than the quality assurers or at least having a different understanding in the teaching approaches.

3.6.3 Inadequate link between the quality assurance results and capacity-building strategies

The audit further found that quality assurance results were not used as inputs for preparing teachers' capacity building programs at all levels. This is because the results were required to indicate the challenges or bottlenecks that in-service teachers face in the teaching process, and therefore used as inputs in designing in-service teachers' trainings and other capacity-building interventions. The audit team noted further that this was due to the fact that there is no platform that links outputs from the Quality Assurance reports with the commonly offered capacity building interventions.

Our review of the Quality Assurance Reports from the visited schools in the period from 2015/16 to 2018/19 indicated that teachers had weaknesses in teaching methodologies, improvisation of teaching aids, inadequate involvement of practical skills of students and students' participation in learning and teaching process, setting examinations by assessing competence and considering table of specifications in designing of assessment tools. However, the Ministries, as well as LGAs' action plans did not include those challenges into their actions for intervention.

The reason for non-inclusion of these components in the action plans is due to the fact that Ministries relied more on donor funded projects in the provision of capacity building to in-service teachers much of which had specified target areas to provide capacity. In that context therefore, MDAs did not prioritize capacity building activities in their operational plans for the period under audit.

As a result, in-service teachers continuously remained stagnating with less improved in those areas, consequently compelling them to continue using the old learned skills to facilitate teaching and learning.

CHAPTER FOUR

AUDIT CONCLUSION

4.1 Introduction

This chapter presents the conclusion based on the overall objective and specific objectives of the audit, as detailed hereunder.

4.2 Overall Conclusion

Despite Government efforts through the Ministry of Education Science and Technology and President's Office - Regional Administration and Local Government towards improving the provision of capacity building to in-service teachers, more interventions are needed for further improvement. Implemented interventions inclined only to the provision of trainings and ignored other aspects of capacity building interventions such as induction programs, mentoring and other professional support through teaching guides and learning materials.

Based on the facts presented in chapter three of this report, the audit team concludes that the Ministry of Education, Science and Technology (MoEST) and the President's Office - Regional Administration and Local Government (PO-RALG) had not adequately managed the programs to ensure that the provision of capacity building interventions to in-service teachers were effectively and efficiently implemented towards improving teachers' competence.

For the period covered under this audit (2015/16 to 2018/19), the capacity building interventions provided by the Ministry of Education, Science and Technology to in-service teachers focused more on the provision of trainings rather than the other types of capacity building and professional supports, for instance, mentoring, inductions and other teachers' supporting materials.

Nevertheless, at the national level, the provided capacity building trainings to in-service teachers in primary schools targeted only 18 percent of all the primary school in-service teachers in the country and focused only on subjects related to Literacy, Numeracy and Writing (3Rs) for pre-primary and lower levels of primary grades.

Furthermore, the capacity building training provided excluded other in-service teachers who taught other equally important subjects in the higher grades of primary school levels. Likewise, the provision of training to in-service teachers in secondary schools was lastly provided in financial year 2015/16 and since then there was no other nationally organized capacity building initiatives through training targeting secondary school in-service teachers.

In addition, the top-down cascade model used in the provision of trainings to in-service teachers was noted to be ineffective with regard to its implementation, supervision and monitoring especially at the lower educational administrative levels due to lack of guidelines that would be useful to provide instruction as well as operational procedures starting from LGAs to school levels.

Generally, the provided trainings as part of capacity building interventions to in-service teachers did not cover all aspects of teaching professions such as assessment, inclusive education, content, and pedagogical content knowledge. Furthermore, other forms of capacity building interventions such as mentoring, induction and continuous professional support were inadequately provided.

4.3 Specific Audit Conclusions

This part provides details on specific conclusions on issues related to the provision of capacity building to in-service teachers based on the audit specific objectives.

4.3.1 Inadequate Plans for Provision of Capacity Building to In-Service Teachers

The Ministry of Education (MoEST), President's Office - Regional Administration and Local Government (PO-RALG), Regional Secretariats, and Local Government Authorities had not adequately designed sustainable strategies and plans for the provision of in-service teachers' capacity building.

The provided capacity building interventions to in-service teachers relied mainly on donor-funded projects which took a maximum period of 3 to 4 years to phase-out. However, the provided capacity building trainings covered few categories of teachers with specific professional needs and left aside a large group of teachers of the

same needs in other teaching subjects as well as in other aspects of teaching professionals.

Moreover, the Ministry of Education and PO-RALG did not have identified strategies to strengthen the sustainability of the implemented capacity building programs which would ensure that the capacitated and improved in-service teachers continuously cascade the knowledge to fellow teachers in an organized and more sustainable approach even to other teaching subjects.

4.3.2 Ineffective implementation of the provided capacity building interventions

The audit found out that the implementation of the provided capacity building interventions lacked other important aspects for teachers' skills development. This is manifested through the fact that the Professional Support through Quality Assurance visits and mentoring of less experienced in-service teachers were rarely done. In addition to this, the Ministry of Education, Science and Technology had not adequately distributed self-learning modules as well as teaching and learning guidelines to in-service teachers.

Moreover, despite the Top-Down cascade being the appropriate training model, the Ministries did not ensure its effective implementation at the lower levels. Delivered trainings to other in-service teachers down to school levels through induction method were noted to differ both in context and contents. Disparities in approaches used to provide trainings at other initial higher levels and also varying acquired skills for officials attending trainings at these levels affected the effective delivery of the trainings.

In addition, the length of time used to transfer knowledge and skills to in-service teachers at school levels was noted to be insufficient since the conduct of training at these levels utilized a short period of time compared to the time used in the conduct of the same training at other higher levels.

Likewise, inadequate implementation of the Top-Down cascade training model to provide capacity building training to in-service teachers was due to the absence or improper functioning of the available Teachers' Resource Centers (TRCs). If available, well equipped, functioning well and used as intended, TRCs might create conducive environment for which trainings that ought to be provided

at school levels could take place at these centers and would guarantee effective delivery of in-service trainings.

4.3.3 Ineffective Monitoring of the Provided Capacity building to In-service Teachers

Monitoring of activities for provision of capacity building to in-service teachers was not adequately conducted. Despite having a well-structured system for monitoring at a national level, there were fewer motives to discuss issues related to the provision of capacity building to in-service teachers. At the national level, these structures involved Technical Working Groups (TWGs), Joint Education Sector Review (JESR), Education Sector Development Committee (ESDC), and joint monitoring which formed part of the dialogue.

Similarly, there were no mechanisms used to monitor the effectiveness of the provided capacity building including trainings and other professional support to in-service teachers that were administered and coordinated through the Agency for Development of Educational Management (ADEM)

At National Level, both MoEST through TIE and ADEM and PO-RALG did not conduct monitoring visits to the Regional secretariats, LGAs, and schools to ascertain whether the top-down training model had been properly implemented and teachers received knowledge as anticipated. There were no monitoring plans for checking out the progress of in-service training to teachers. In turn, monitoring was done on an ad hoc basis and inconsistently.

4.3.4 Ineffective coordination of Stakeholders in the capacity building to in-service teachers

Coordination among stakeholders for the provision of capacity building to in-service teachers was not effective. There were no formalized ways to share information among stakeholders on the progress of capacity building activities for in-service teachers. The information generated from Quality Assurance Reports were not effectively utilized to design the capacity building interventions.

Further, reporting mechanism at Regional Secretariats and Local Government Authorities were not effective and therefore there was no clear flow of information about capacity building activities for

in-service teachers. This in turn made it difficult for decision-makers to influence the decision regarding to the improvements of teachers' capacity buildings.

CHAPTER FIVE

AUDIT RECOMMENDATIONS

5.1 Introduction

The audit findings and conclusion indicate the presence of weaknesses in the provision of capacity building to in-service teachers. Suggestions for improvements on the areas of planning, implementation and monitoring the provision of capacity building to in-service teachers have been provided.

The National Audit Office believes that the recommendations that have been given in this report need to be fully implemented so as to improve the operations of the Ministry of Education, Science and Technology and President's Office-Regional Administration and Local Government in the provision of capacity building to in-service teachers. The suggested audit recommendations take into account the assurance for the presence of Economy, Efficiency, and Effectiveness in the use of the available public resources.

5.2 Main Audit Recommendations

The following section provides a summary of the recommendations issued to the Ministry of Education, Science and Technology (MoEST) and President's Office - Regional Administration and Local Government (PO-RALG).

5.2.1 To improve strategies and plans for in-service teachers' capacity building

The Ministry of Education, Science and Technology (MoEST) should:

1. Fast track and operationalize the use of Continuous Professional Development, and emphasize on continuous and sustainable school-based capacity building and professional development to in-service teachers; and
2. Ensure that plans for capacity building are comprehensive to accommodate all categories of teachers (in pre-primary, primary and secondary schools). The plans should also cover

all subjects and teachers' professional needs such as assessments and subjects' content coverage.

President's Office - Regional Administration and Local Government (PO-RALG) should:

1. Devise a mechanism through which capacity building plans and targets from lower levels of education consider actual teachers' professional needs gathered from teachers' operations at school and from Quality assurance reports. These plans should be communicated to higher-levels to form the overall national in-service teacher capacity building plans; and
2. Ensure that plans for in-service teachers' capacity building at Regional, LGAs and school-based are comprehensive and accommodate all categories of teachers (in pre-primary, primary and secondary schools), subjects and teachers' professional needs such as assessments and subjects' contents.

5.2.2 To improve the Implementation of planned in-service Teachers' capacity building activities

The Ministry of Education, Science and Technology (MoEST) should:

1. Strengthen the capacity building delivery approach in order to ensure common understanding to all education officers and teachers so as to improve and maintain teaching and learning conditions at all levels; and
2. Provide guidance on how school-based capacity building should be conducted including time allocation in school general timetable and have regular reporting through monitoring and evaluation.

President's Office - Regional Administration and Local Government (PO-RALG) should:

1. Strengthen capacity building strategies such as mentoring, induction programs, and coaching to provide professional support and development to in-service teachers.

5.2.3 To improve *effectiveness of coordination of in-service teachers' capacity building activities*

The Ministry of Education, Science and Technology (MoEST) should:

1. Provide guidelines on the use of previously established Teachers' Resource Centers (TRCs) to be the centers for teachers' self-learning and sharing of professional knowledge; and
2. In collaboration with PO-RALG , it devise a mechanism through which quality assurance information will be used in establishing teachers' professional needs and eventually being inputs for designing future capacity building programs.

5.2.4 To improve *monitoring of the in-service teachers' capacity building interventions*

The Ministry of Education, Science and Technology (MoEST) should:

1. Ensure consistency in the context of all aspects of trainings offered to in-service teachers at all levels in order to achieve the intended goals of the in-service training.

President's Office - Regional Administration and Local Government (PO-RALG) should:

1. Strengthen the reporting system used to monitor and supervise the use of the top-down approach (Cascade Model) in providing capacity building down to school level by ensuring that education management officers at all levels are informed on the progress of implementation; and
2. Ensure consistency in the contexts of all aspects of trainings offered to in-service teachers at all levels in order to achieve the intended goals of the in-service training.

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APPENDICES

Appendix 1: List of Recommendations and Responses from Audited entities

This part provides details on the general and specific comments on the audit findings and the planned actions and implementation timelines on the issued audit recommendations.

Appendix 1(a): List of Recommendations and Responses from the Ministry of Education, Science and Technology

(A) General Comment

The Ministry of Education, Science and Technology appreciates the invaluable recommendations provided by the CAG and commits itself to implement the same in order to enhance provision of in-service training to pre-primary, primary and secondary school teachers.

(B) Specific comments on the issued audit recommendations

S/N	Recommendations to the Ministry	Comments from the Ministry	Planned Action(s)	Implementation Timeline(s)
1.	Fast track and operationalize the use of Continuous Professional Development, and emphasize on continuous and sustainable school-based capacity building and professional development to in-service teachers.	The Ministry is at a final stage of approving the Continuous Professional Development (CPD) Framework for in-service teachers that will guide the professional development programmes to suit the need.	Sign, print and disseminate the Framework.	By June, 2021
2.	Ensure that plans for capacity building are comprehensive to accommodate all	Management agree with Auditors recommendation given, however in-service	Conduct regular needs assessment for in-service teacher training and	Continuous

S/N	Recommendations to the Ministry	Comments from the Ministry	Planned Action(s)	Implementation Timeline(s)
	categories of teachers (in pre-primary, primary and secondary schools). The plans should also cover all subjects and teachers' professional needs such as assessments and subjects' content coverage.	training for teachers depends on needs assessment/ identification of training needs and availability of funds.	update capacity building plan regularly.	
3.	Strengthen the capacity building delivery approach in order to ensure common understanding to all education officers and teachers so as to improve and maintain teaching and learning conditions at all levels.	Management agree with Auditors recommendation given.	Continuous Professional Development (CPD) to be in place Sensitization and dissemination of CPD to all education stakeholders	By June, 2021
4.	Provide guidance on how school-based capacity building should be conducted including time allocation in school general timetable and have regular reporting through monitoring and evaluation.	Management agree with Auditors recommendation given.	The guidelines entitled "Mwongozo wa Kuendeleza Umahiri wa Walimu Ngazi ya Shule" that will provide such guidance is being finalized.	By June, 2021

S/N	Recommendations to the Ministry	Comments from the Ministry	Planned Action(s)	Implementation Timeline(s)
5.	Provide guidelines on the use of previously established Teachers' Resource Centers (TRCs) to be the centers for teachers' self-learning and sharing of professional knowledge.	Regarding the CPD Framework, the training programmes are to be conducted at school and TRCs levels.	<p>To strengthen the existing TRCs by:</p> <ul style="list-style-type: none"> • Allocating funds to TRCs so as to facilitate the implementation of Continuous Professional Development (CPD); • Preparing and disseminating guidelines that will help TRC Coordinators and other actors at the Cluster level implement CPD; and • Training 966 TRC Coordinators and Ward Education Officers. 	Continuous

S/N	Recommendations to the Ministry	Comments from the Ministry	Planned Action(s)	Implementation Timeline(s)
6	In collaboration with PO-RALG, it devise a mechanism through which quality assurance information will be used in establishing teachers' professional needs and eventually being inputs for designing future capacity building programs.	<ul style="list-style-type: none"> Operationalization of the current School Quality Assurance Framework provides mechanism for establishing teachers' professional needs and inputs for capacity building programs; and Recruiting more School Quality Assurers by considering qualifications as a means to strengthen SQA classroom observation sessions in order to obtain data that will show actual teachers' professional needs for capacity building purposes. 	Use School Quality Assurance reports to design capacity building programs.	Continuous
7	Ensure consistency in the context of all aspects of trainings offered to in-service teachers at all levels in order	Management agree with Auditors recommendation	The Ministry will endeavour to provide consistent in-service teacher training as per	Continuous

S/N	Recommendations to the Ministry	Comments from the Ministry	Planned Action(s)	Implementation Timeline(s)
	to achieve the intended goals of the in-service training.		existing needs and availability of resources.	

Appendix 1(b): Recommendations and Responses from PO-RALG

(A) General Comment

PO-RALG has received recommendations for improving the provision of capacity building to in-service teachers. All recommendations have been taken for actions and PO-RALG will continue to improve the capacity building provision.

(B) Specific comments on the issued audit recommendations

S/N	Recommendations to PO-RALG	Comments from PO-RALG	Planned Action(s)	Implementation Timeline(s)
1.	Devise a mechanism through which capacity building plans and targets from lower levels of education consider actual teachers' professional needs gathered from teachers' operations at school and from Quality assurance reports. These plans should be communicated to higher-levels to form the overall national in-service teacher capacity building plans.	Recommendation taken	<ul style="list-style-type: none"> MoEST to finalise the guidelines for implementation of CPD framework that will include recommended action; and Teachers' needs assessment (including recommendations from QA reports) will be received at PO-RALG quarterly (Every three months to help have established database of the training needs. 	2020/21

S/N	Recommendations to PO-RALG	Comments from PO-RALG	Planned Action(s)	Implementation Timeline(s)
2.	Ensure that plans for in-service teachers' capacity building at Regional, LGAs and school-based are comprehensive and accommodate all categories of teachers (in pre-primary, primary and secondary schools), subjects and teachers' professional needs such as assessments and subjects' contents.	In-service training guideline (prepared by MoEST) insists that trainings should include all teachers in all levels and focus on all subjects and competencies required. Some of the training are designed for specific competencies and not all competency areas.	PO-RALG to communicate the recommendations to the institution organizing trainings for action (TIE and ADEM).	2020/21
3.	Strengthen capacity building strategies such as mentoring, induction programs, and coaching to provide professional support and development to in-service teachers.	Recommendation taken. However, the system is in place whereby WEOs, QAs and Head of Schools have the role of providing support to teachers.	PO-RALG to issue directives to LGAs to insist the use of WEOs, QAs and Head of schools to provide support to teachers.	2020/21
4.	Strengthen the reporting system used to monitor and supervise the use of the top-down approach (Cascade Model) in providing capacity building down to school level by ensuring that education	Recommendation taken	<ul style="list-style-type: none"> PO-RALG to issue directives to emphasise on the reporting the conducted training at school level; and 	2020/21

S/N	Recommendations to PO-RALG	Comments from PO-RALG	Planned Action(s)	Implementation Timeline(s)
	management officers at all levels are informed on the progress of implementation.		<ul style="list-style-type: none"> MoEST to complete (Currently waiting for approval) School-Based Continuous Professional Development guideline to address the challenge. 	
5.	Ensure consistency in the contexts of all aspects of trainings offered to in-service teachers at all levels in order to achieve the intended goals of the in-service training.	Recommendation taken	PO-RALG to issue directives to LGAs to support and ensure that trainings conducted at school level are consistent in terms of duration and contents.	2020/21

Appendix 2: Audit Questions and Sub-Questions

This part provides details of the audit questions and sub-audit questions used to address specific audit objectives.

Audit Question 1	To what extent do the Ministries (MoEST and PO-RALG) have provided capacity building to in-service teachers to meet their professional needs and requirements?
Sub Question 1.1	<i>To what extent in-service teachers have received capacity building training?</i>
Sub Question 1.2	<i>Do the implemented in-service teachers' capacity building programs address all the categories of teachers in terms of teaching subjects?</i>
Audit Question 2	Do MoEST and PO-RALG design sustainable strategies and plans for in-service teachers' capacity building?
Sub Question 2.1	<i>Do MoEST and PO-RALG plan and budget for in-service teachers' capacity building programs activities?</i>
Sub Question 2.2	<i>Do MoEST and PO-RALG prepare and use guidelines and learning materials for continuous in-service training for teachers?</i>
Sub Question 2.3	<i>Do MoEST and PO-RALG adequately design structures and processes for in-service training for teachers?</i>
Audit Question 3	Do MoEST and PO-RALG ensure effective implementation of the planned in-service teachers' capacity building activities?
Sub Question 3.1	<i>Do MoEST, PO-RALG and LGAs provide in-service capacity building to all teachers?</i>
Sub Question 3.2	<i>Does the capacity building provided to in-service teachers address their professional needs?</i>
Audit Question 4	Do MoEST and PO-RALG effectively monitor the in-service teachers' capacity building activities to ensure that its intended targets are achieved?
Sub Question 4.1	<i>Do MoEST and PO-RALG design monitoring guideline to assess levels of implementation of teachers' capacity activities?</i>
Sub Question 4.2	<i>Do MoEST and PO-RALG develop and effectively use key performance indicators in monitoring the performance/results of in-service teachers' capacity building programs?</i>
Sub Question 4.3	<i>How do the results of monitoring and evaluations activities used in addressing the existing challenges in-service teachers'?</i>

Audit Question 5	Do MoEST and PO-RALG effectively coordinate in-service teachers' capacity building activities among stakeholders?
<i>Sub Question 5.1</i>	<i>Do MoEST and PO-RALG have a functioning coordination mechanism with other stakeholders involved in the provision of in-service teachers program?</i>
<i>Sub Question 5.2</i>	<i>Do MoEST and PO-RALG have effective means of sharing information among stakeholders regarding the in-service teachers' capacity building activities?</i>

Appendix 3: Detailed Assessment Criteria

This part provides a detailed summary of the assessment criteria drawn from different sources under each of the specific audit objectives

SN	Audit Item	Audit Criteria	Source
1	Audit Sub-Objective 1: Extent of the provision of Capacity Buildings that meets the professional needs of in-service teachers	<p>All public institutions including the Ministry of Education and PO-RALG are required to prepare annual and five-year plans for human resources programs which include training requirements for the staff from the public sector. They are also required to allocate budget for the planned human resource interventions.</p> <p>The Ministries (MoEST, PO-RALG) are required to ensure that in-service teachers are regularly exposed to new methodologies and teaching approaches matching with the ever-changing environment.</p> <p>They are also required to ensure performance of in-service teachers is improved through the implementation of planned and known schedules of in-service training programs.</p> <p>In this case therefore In-service and re-training for teachers shall be compulsory in order to ensure teacher quality and professionalism</p>	<p><i>The Public Service Management and Employment Policy (PSMEP) of 1999 (revised in 2008)</i></p> <p><i>Part 5.5.9 of Tanzania Education Policy (1995)</i></p> <p><i>Part 5.5.10 of Tanzania Education Policy (1995)</i></p>
2	Audit Sub-Objective 2:	<p>MoEST and PO-RALG through LGAs are required to prepare training requirements for in-service teachers.</p> <p>MoEST and PO-RALG are also required to ensure that provision of in-service training and re-training to teachers</p>	<p><i>Public Service Principles of 2014 Article 91 (1) and 2(h)</i></p> <p><i>Part 5.5.10 of Tanzania Education Policy (1995)</i></p>

SN	Audit Item	Audit Criteria	Source
	Designing Sustainable Strategies and Plans for the provision of In-Service Teachers Capacity Building	<p>is compulsory in order to ensure there is continuous improvement of teachers' quality and professionalism</p> <p>Ministry of Science, Education and Technology (MoEST) is required to ensure that the developed plans consider the available demands.</p> <p>Furthermore based on the nature of the needs and the available demands, the Ministry of Education, Science and Technology is required to plan for in-service teachers' training as well as promoting child-friendly pedagogy through school-based in-service teachers training.</p> <p>Furthermore, MoEST and PO-RALG are required to initiate, develop and mobilize resources for primary and secondary in-service teachers' capacity building.</p> <p>Tanzania Institute of Education (TIE) is required to sponsor, arrange and provide facilities for in-service training courses, conferences, workshops and seminars for discussion of matters relating to curriculum and teaching materials for in-service teachers.</p> <p>The Ministry of Education, Science and Technology and the President's Office - Regional Administration and Local Government are required to initiate, develop and mobilize resources for in-service teachers' capacity building for both primary and secondary schools.</p> <p>All public institutions including MoEST and PO-RALG are required to prepare Five-Year and annual plans along with allocating budgets for the planned human resource interventions based on the skills requirements as</p>	<p><i>The Education Sector Development Plan of 2008 - 2017 and 2016/17 - 2020/21</i></p> <p><i>MoEST Secondary Education Development Strategy II of 2010-2015</i></p> <p><i>TIE guideline for evaluation of books, 2015</i></p> <p><i>Secondary Education Development Strategy-II of the Ministry of Education, Science and Technology (2010-2015)</i></p> <p><i>The Public Service Management and Employment Policy (PSMEP) of 1999 (revised in 2008)</i></p>

SN	Audit Item	Audit Criteria	Source
		identified in their human resource plans. In this case, PO-RALG is required to plan and budget for in-service teachers' capacity building intervention.	
		The Tanzania Institute of Education (TIE) to design, develop and review In-Service Teachers Training Programs including the development of learning materials such as books.	The Education Act No. 13 of 1975 (CAP 142 R.E. 2002)
		MoEST was required to develop, print and distribute National 3Rs implementation guide to all education managers and curriculum implementers (REOs, DEOs, WEO, Quality Assurers, Head Teachers and Head Masters together with teachers by the end of December 2016.	Target 1.2.3 and 1.2.4 of LANES Programme
		MoEST was required to ensure that School-Based Continuous Professional Development (SBCPD) Modules are developed, printed and distributed by December 2018.	Target 1.2.3 from LANES Program document
3	Audit Sub-Objective 3: Effective Implementation of Planned In-Service Teachers' Capacity Building Activities	<p>The Ministry of Education, Science and Technology and the President's Office - Regional Administration and Local Government are required to ensure that each school teacher attends in-service teachers training at least once in a period of two years starting from the year 2012.</p> <p>The Ministry of Education, Science and Technology is required to develop, disseminate and monitor the provision of in-service training and support to all in-service teachers.</p> <p>The President's Office - Regional Administration and Local Government is required to supervise the implementation of policies and guidelines for in-service teachers' training and development.</p>	<p>The Secondary Education Development Program (2010-2015)</p> <p>The Education Sector Development Plan (ESDP, 2017-2021)</p> <p>Section (10) of the Teachers Service Commission Scheme (2016)</p>

SN	Audit Item	Audit Criteria	Source
		According to UNESCO Guideline on Teachers Enhancement (2015), the training to in-service teachers should accommodate both progressive pedagogical and content knowledge so as to enhance their performance. MoEST and PO-RALG are required to ensure that at least one Pre-primary Teacher and at least two Standard III&IV Teachers from each public primary school are trained on the revised pre-primary curriculum by the end of the year 2016.	<i>The United Nations Educational, Scientific and Cultural Organization (UNESCO) guideline on Teachers Enhancement (2015)</i> <i>Target 1.2.10 from LANES Program document, 2016.</i>

4	Audit Sub-Objective 4: Effective Monitoring of Capacity Building Activities for In-Service Teachers	<p>The Ministry of Education, Science and Technology and the President's Office - Regional Administration and Local Government are required to oversee the provision of in-service teachers' training and professional development. This is done by the Education Sector Development Committee (ESDC) through a performance review of the implemented training programs and projects.</p> <p>Also, the Ministry of Education, Science and Technology through its Monitoring and Evaluation Unit within the Policy and Planning Department is required to develop a monitoring framework to be used for monitoring training programs for in-service teachers.</p> <p>The Ministry of Education, Science and Technology through its Monitoring and timely information Evaluation Unit is required to provide accurate and to the basic education program and all stakeholders for evidence-based decision making at all levels.</p> <p>PO-RALG is required to ensure that LGAs and regional officials undertake regular, joint monitoring visits for the</p>	<p><i>The Education Sector Development Plan (2017-2022)</i></p> <p><i>Standard Reporting Requirements in the Monitoring and Evaluation Plan of the Ministry of Education, Science and Technology (2016-2021)</i></p> <p><i>(EQUIP-T Monitoring Plan)</i></p>
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SN	Audit Item	Audit Criteria	Source
		EQUIP-T program, linked to monthly performance review sessions with WEO at LGA level and quarterly performance review meetings at regional level.	
		Further, PO-RALG was required to ensure that every LGA's Education Officer Conduct field visits to provide support and monitor LANES implementation including teachers training using the project monitoring framework for monitoring LANES activities.	Levels of Coordination, Monitoring and QA of LANES Implementation, LANES-Project Document
5	Audit Sub-Objective 5: Coordination of In-Service Teachers' Capacity Building Activities	<p>The President's Office - Regional Administration and Local Government in collaboration with the Teachers Service Commission (TSC) is required to coordinate in-service teachers' training programs.</p> <p>As one of the Key Output in the Implementation of the LANES Program (LANES-Project Document; Section 3.4.2) the Ministry of Education, in coordinating the implementation of in-service teachers' training activities MoEST and PO-RALG are required to hold joint field visits to review the implementation of teachers' capacity building activities. The visits are to be held twice a year.</p> <p>Likewise, the Education Policy (1995) illustrated that the Ministry of Education, Science and Technology and the President's Office - Regional Administration and Local Government are charged with the responsibility of ensuring smooth flow of information among stakeholders with constructive engagement in planning and financing of teachers training programs</p>	<p>Section 5(g) and (k) of the Teachers' Service Commission Act No. 25 of 2015.</p> <p>Section 3.4.2 of LANES-Project Document 2016</p> <p>The Education Policy. 1995, Section III</p>

Source: Education Policy, Acts, Education Sector Development Plans, Strategic Plans, and Programme documents for in-Service teachers' capacity building

Appendix 4: Budgeted and Allocated Funds in Education Departments in the visited LGAs

This part provides details of the budgeted and allocated funds in Primary and Secondary Education Sections in 10 visited LGAs for the financial years 2015/16 to 2017/18 (Amount in Tanzanian Shillings)

Primary School Education Sections									
Name of LGA	Financial Year (Amounts in TZS)								
	2015/16		2016/17		2017/18		2018/19		
	Budgeted	Actual	Budgeted	Actual	Budgeted	Actual	Budgeted	Actual	
Meru DC	1,794,597,000.00	1,261,769,000.00	1,808,663,000.20	1,575,600,946.72	2,045,727,000.23	1,908,142,300.75	1,506,724,000.00	1,197,297,278.61	
Karatu DC	1,135,796,370.00	775,879,626.00	1,023,423,000.00	715,951,000.00	1,794,705,000.00	1,039,372,766.22	1,784,489,996.70	1,199,807,499.13	
Nsimbo DC	324,357,000.00	252,776,000.00	330,267,000.00	99,930,000.00	670,653,079.10	391,920,288.40	424,129,395.61	324,416,000.00	
Mpanda MC	414,556,000.00	322,156,000.00	557,959,000.00	436,886,200.00	459,407,000.00	464,376,987.00	455,853,900.00	460,879,362.00	
Singida MC	606,451,744.00	492,456,766.00	827,450,211.00	908,414,190.09	654,133,583.83	906,179,902.30	1,529,660,602.90	1,712,787,859.00	
Manyoni DC	13,415,111,017.44	133,599,199.74	10,892,142,800.00	1,462,320,356.44	10,892,142,800.00	1,934,832,763.00	1,538,112,072.00	1,391,614,094.72	
Lindi MC	646,262,055.00	553,035,414.36	540,179,887.00	415,666,089.73	600,906,499.00	330,831,941.53	799,786,624.00	451,039,926.93	
Kiwa DC	894,472,000.00	1,110,884,100.00	1,331,363,000.00	1,124,092,000.00	1,331,407,929.34	824,668,210.34	1,202,685,158.70	1,112,685,158.70	
Geita TC	573,743,000.00	371,866,719.00	563,714,500.00	332,853,865.00	253,246,500.00	173,477,557.00	613,787,000.00	242,104,665.00	
Chato DC	957,337,000.00	176,675,750.00	272,388,997.33	272,388,997.33	1,443,498,788.00	1,443,498,788.00	1,712,859,914.00	1,712,859,914.00	
Secondary School Education Sections									
Name of LGA	Financial Year (Amounts in TZS)								
	2015/16		2016/17		2017/18		2018/19		
	Budgeted	Actual	Budgeted	Actual	Budgeted	Actual	Budgeted	Actual	
Meru DC	2,131,135,000.00	1,603,745,761.00	2,058,615,000.00	2,014,311,641.85	2,041,705,620.00	1,915,159,583.63	1,664,029,999.77	1,577,205,418.79	
Karatu DC	1,339,983,388.00	1,253,983,388.00	1,408,271,370.50	1,328,016,458.00	1,403,385,506.00	1,265,633,000.00	2,050,776,783.18	1,482,610,805.00	
Nsimbo DC	113,837,000.00	90,193,000.00	108,341,000.00	60,445,500.00	694,914,230.45	406,588,804.00	260,194,000.00	124,419,000.00	
Mpanda MC	355,729,000.00	355,729,000.00	75,855,670,000.00	758,556,700.00	767,596,000.00	767,596,000.00	1,156,423,387.36	1,156,423,387.36	
Singida MC	123,543,786.00	50,786,800.00	124,400,000.00	124,200,000.00	124,600,000.00	124,600,000.00	1,300,000,000.00	1,020,000,000.00	
Manyoni DC	444,567,000.00	417,232,500.00	392,587,900.00	369,203,372.00	368,535,371.29	386,653,351.30	432,652,656.80	406,094,111.78	
Lindi MC	330,070,229.00	153,081,922.90	506,405,000.00	119,031,703.32	375,048,000.00	156,574,089.12	593,135,000.00	360,564,875.00	
Kiwa DC	216,815,000.00	171,287,750.00	216,815,000.00	235,981,600.00	231,815,000.00	214,959,000.00	251,547,000.00	250,804,000.00	
Geita TC	559,133,000.00	388,442,600.00	878,789,000.00	148,843,000.00	247,822,000.00	179,928,000.00	243,224,000.00	264,861,165.00	
Chato DC	201,507,300.00	201,507,300.00	601,710,249.00	601,710,249.00	1,045,881,940.00	1,045,881,940.00	1,350,566,500.00	1,350,566,500.00	

Source: MTEF from the visited LGAs (2015/16-2018/19)

Appendix 5: Summary of Capacity Building Programs in Different Regions

This part provides details of capacity building trainings which were provided by different CSOs

Name of the Organization	Program Objective	Areas of operation (Regions)	Content of the Training	Number of Beneficiaries Trained
Community Aid and Small Enterprise Consultancy (CASEC)	Improving Teaching and Learning of 3Rs	Arusha	School Quality Assurance	45 Schools
World Vision Tanzania	Improving Learning Environment	Mwanza ,Iringa Njombe and Dodoma	Inclusive Education	796 Teachers
Comprehensive Support to Persons with Disabilities (COSUPED)	To improve teachers knowledge and skills to teach children with disabilities in inclusive settings	Morogoro	Teaching Students with Disability	32 Teachers
The Foundation for Tomorrow (TFFT)	To Improve Child protection	Arusha and Mwanza	Children protection	551 Schools
World Vision Tanzania	Improving Learning Environment	Mwanza, Kilimanjaro and Morogoro	Pre-primary and Primary Teachers	796 Teachers

Source: Joint Education Sector Review Working Session report (2018)

Appendix 6: List of Interviewed Officials

This part provides details of the interviewed officials and the reasons for selecting them for the interview(s).

Entity	Interviewed Official	Reason(s) for Interview
Ministry of Education, Science and Technology (MoEST)	<ul style="list-style-type: none"> • Commissioner for Education; • Head of Secondary Education section; • Head of Primary Education Section; • Head of Teacher Education Section; • Head of Quality Assurance Section; and • Head of Department: Planning Policy and Research 	<ul style="list-style-type: none"> • Clarification on different issues observed from existing strategies for in-service teachers capacity building; • Clarification on performance issues raised by auditors in the current strategies and implementation of primary and secondary in-service teachers capacity building programs; • Provide any other clarification on matters arising from the reviewed documents; and • Clarification on various issues regarding planning and budgeting for in-service capacity building programs.
President's Office - Regional Administration and Local Government (PO-RALG)	<ul style="list-style-type: none"> • Director: Education; • Assistant Director: Secondary Education; • Assistant Director: Primary Education; and • Director: Planning, Policy and Research 	<ul style="list-style-type: none"> • Clarification and elaboration of different matters relating to current plans and strategies for in-service teachers' capacity building programs; • Clarification on different matters relating to practices on the needs assessments and elaboration of the implementation of in-service teachers' capacity building programs through LGAs; and • Clarification on various issues regarding planning and budgeting for in-service teachers' capacity building programs.

Entity	Interviewed Official	Reason(s) for Interview
Agency for Development of Education Management (ADEM)	Chief Executive Officer	<ul style="list-style-type: none"> • Clarifications on various courses provided for in-service teachers; and • To get clarifications and obtain evidence on the effectiveness of the conducted course(s) in strengthening the teaching of 3Rs for Primary School Teachers.
Tanzania Institute of Education (TIE)	Head of Department: Educational Materials Design and Development (EMDD)	<ul style="list-style-type: none"> • To obtain primary data and verify information about the development of strategies, needs assessment, implementation of in-service teachers' training programs for efficient and effective implementation of curricula; and • Clarification of effectiveness of training materials used for the provision of in-service teachers' capacity building programs.
Regional Secretariats (RS)	<ul style="list-style-type: none"> • Regional Education Officer • Regional Planning Officer 	<ul style="list-style-type: none"> • To obtain the regional plans and intervention conducted for in-service teachers' capacity building; and • To identify the budget allocated for in-service teachers capacity building programs.
Local Government Authorities (LGAs)	<ul style="list-style-type: none"> • Councils Education Officer • Councils' Planning Officer • Heads of Schools and Head of Teachers for Secondary and Primary School Teachers 	<ul style="list-style-type: none"> • Clarification on the current practice on the establishment of in-service teachers' capacity building/training needs; • Clarification on planning priorities and budgets for in-service teachers' capacity building activities; • To obtain an evidence regarding the relevance of in-service teachers' capacity building provided to teachers in relation to their training needs; and

Entity	Interviewed Official	Reason(s) for Interview
		<ul style="list-style-type: none"> • To get practical information on the in-service teachers' training operations.
Ward(s)	Ward Education Officers (WEOs)	<ul style="list-style-type: none"> • To get clarification of a particular government intervention which is being implemented in the respective ward; • To get information about statistics of teachers attended in-service training and the kind of training provided to them; • To get an understanding of the selection criteria of teachers to attend in-service training programs; and • To understand the monitoring mechanism and coordination used by WEOs in ensuring that in-service training(s) are implemented and teachers are provided with needed knowledge as per the training requirement.
School(s)	Head of Schools (Primary/Secondary)	<ul style="list-style-type: none"> • To understand various school-based training(s) implemented at the school level; • To obtain the number of teachers attended in-service training(s) and the type of training(s) attended; and • To understand the monitoring mechanism used to ensure that the content of the training are being implemented as per the requirement of the implementation plan of the curriculum at school.

Source: Audit Design from the Audit Plan (2019)