



TEACHER WORKFORCE PLANNING AND MANAGEMENT

Rapid Mapping of Tanzania's Teacher Life Cycle

Final Draft Report

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List of Abbreviations

Abbreviation	Full Form
ADEM	Agency for the Development of Educational Management
BEMIS	Basic Education Management Information System
CAMFED	Campaign for Female Education
CPD	Continuous Professional Development
CSO	Civil Society Organizations
DED	District Executive Director
DEO	District Education Officer
DLI	Disbursement Linked Indicator
DLRs	Disbursement Linked Results
DPs	Development Partners
EDMS	Electronic Document Management System
EMIS	Education Management Information System
EP4R	Education Programme for Results
ESDP	Education Sector Development Plan
ETP	Education and Training Policy
FFARS	Facility Financial Accounting and Reporting System
FFBEP	Fee Free Basic Education Policy
FFE	Fee Free Education
GoT	Government of Tanzania
GPE	Global Partnership for Education
HCMIS	Human Capital Management Information System
HEIs	Higher Education Institutions
HESLB	Higher Education Students Loans Board
HLIs	Higher Learning Institutions
HRMIS	HR Management Information System
IABs	Industry Advisory Boards
INSET	In-service Teacher Training
ITE	Initial Teacher Education
KIIs	Key Informant Interviews
LGAs	Local Government Authorities
MEWAKA	Maendeleo Endelevu ya Walimu Kazini
MoEST	Ministry of Education, Science and Technology
MoFP	Ministry of Finance and Planning
MTEF	Medium-Term Expenditure Framework
NACTVET	National Council for Technical and Vocational Education and Training
NDP	National Decentralization Policy
NECTA	National Examinations Council of Tanzania
NGOs	Non-governmental organizations
ODL	Open and Distance Learning
OER	Open Educational Resources

OPRAS	Open Performance Review and Appraisal System
OTEAS	Online Teacher Application System
PEDP	Primary Education Development Plan
POM	Programmes Operations Manual
PO-PSM	President's Office, Public Service Management
PO-PSMGG	Presidential Office, Public Service Management and Good Governance
PO-RALG	President's Office, Regional Administration and Local Government
PSLE	Primary School Leaving Examination
PSRS	Public Service Recruitment Secretariat
PTAP	Primary Teacher Allocation Protocol
PTR	Pupil-Teacher Ratio
REOs	Regional Education Officers
RS	Regional Secretariat
SNE	Special Needs Education
SQA	School Quality Assurance
SQAD	Schools Quality Assurance Division
SQUAT	School Quality Assurance Team(s)
SSTDS	Secondary School Teacher Deployment Strategy
STAP	Secondary Teacher Allocation Protocol
STD	Standard (School class level)
STEM	Science, Technology, Engineering and Mathematics
TCPD	Teacher Continuous Professional Development
TCU	Tanzania Commission for Universities
TDMS	Teacher Development and Management Strategy
TDS	Teacher Deployment Strategy
TESP	Teacher Education Support Project
TFF	Teacher Forecasting Framework
TIE	Tanzania Institute of Education
TIMEC	Teacher Induction, Mentorship, and Coaching
TLC	Teacher Life Cycle
TPAD	Teacher Performance Appraisal and Development
TTPB	Tanzania Teacher Professional Board
TPD	Teacher Professional Development
TSC	Teachers' Service Commission
TTC	Teacher Training College
TTU	Tanzania Teachers Union
TVET	Technical and Vocational Education and Training
UNICEF	United Nations Children's Fund
URT	United Republic of Tanzania
VETA	Vocational Education and Training Authority
WEO	Ward Education Officer

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Overview

A well-planned, motivated, and effectively managed teaching workforce is central to the delivery of equitable, inclusive, and quality education. In Tanzania, the education system—spanning pre-primary to secondary levels—is served by a complex teacher planning and management structure overseen by multiple actors at national and sub-national levels. While efforts have been made over the years to expand access to education, persistent and systemic challenges in teacher workforce planning and management continue to undermine progress in achieving equitable and quality learning outcomes. These challenges include inconsistent recruitment and deployment practices, weak alignment between pre-service training and system needs, fragmented and underutilised data systems, under-resourced professional development, and overlapping institutional mandates.

To respond to these issues, a rapid mapping of Tanzania’s teacher life cycle was undertaken to provide a systems-level analysis of the enabling and constraining factors that affect the implementation of policy reforms related to teacher workforce planning and management. This exercise focuses on identifying opportunities for reform across each stage of the teacher life cycle—from planning, pre-service education, recruitment, and deployment to continuous professional development, performance management, and retirement/exit.

Findings indicate that teacher planning in Tanzania is a cross-sectoral and politically negotiated process, with responsibilities spread across MoEST, PO-RALG, TSC, PO-PSMGG, MOFP, TTPB. This institutional fragmentation contributes to weak coordination and inconsistent policy implementation. There is a persistent mismatch between teacher supply and projected demand, especially in STEM subjects and special needs education. Despite existing deployment protocols, classroom/pupil-teacher ratios remain unbalanced, with underserved areas facing acute shortages. Performance management, promotion and appraisal systems are largely disconnected from demonstrated competencies or continuous professional development (CPD) participation. While promising systems to drive data-driven decision-making across the teacher life cycle, such as Mwalimu Data Lake, are under development, limited capacity in data use and integration hampers their potential utility for strategic workforce planning.

Tanzania has, however, initiated a series of structural and policy reforms. These include the rollout of a new competency-based curriculum and expansion of the education structure, which are increasing demand for qualified teachers. The institutionalization of teacher continuous professional development (TCPD) through initiatives like MEWAKA, supports school-based capacity building. The Teacher Forecasting Framework (TFF) now guides efforts to align teacher production with demand, while new pathways and incentive frameworks are being developed to address shortages in underserved areas. Reforms also target workforce quality through strengthened professional standards, upgraded entry requirements, and operationalization of the Teachers’ Professional Board. Digital innovations and reforms—such as Mwalimu Data Lake and OTEAS—are enhancing data-driven planning, and efforts are underway to review teacher workload and deployment standards to improve equity.

Several reform drivers are facilitating this momentum, including strong political commitment, the need to meet performance-based financing indicators (DLIs), growing accountability demands, and increased partner investments in technical planning tools, data systems and capacity development.

By mapping these dynamics, the report aims to support the Government of Tanzania and its partners in identifying actionable priorities to strengthen institutional coordination, aligning workforce supply with system needs, and the implementation of reforms for a motivated, equitably distributed, and professionally supported teaching workforce. The report emphasizes the importance of institutionalizing workforce planning as a continuous, data-informed process supported by adequate capacity and resourcing at both national and sub-national levels.

1 INTRODUCTION

The education sector in Tanzania has undergone significant reforms, driven by national priorities and international commitments to enhance education quality and access. At the heart of this progress are teachers, who play a critical role in delivering education across all levels — pre-primary, primary, secondary, tertiary, and teacher education institutions (see Figure 1).

Despite their critical role, the planning and management of teacher affairs remains highly complex. The system involves multiple authorities and institutional actors each operating under distinct legal mandates and regulatory frameworks (World Bank, 2021; United Republic of Tanzania (URT, 2016). This fragmented governance results in overlapping responsibilities, limited coordination, and persistent inefficiencies in workforce planning and service delivery.

The Ministry of Education, Science and Technology indicates that Tanzania requires an adequate number of well-skilled teachers who are effectively deployed to ensure a strong education system (MoEST, 2022). Achieving this depends on accurate projections that account for school-age population growth, teacher supply by subject and gender, and attrition rates. Effective teacher workforce planning also demands robust data collection and analysis across stakeholders and the capacity to monitor and adjust teacher trainee intake accordingly.

Recent projections from the 2024 Teacher Forecasting Framework (TFF) estimate that Tanzania will face a shortage of over 537,000 teachers by 2030, requiring the recruitment of approximately 91,000 teachers annually under a policy-aligned scenario (MoEST, 2024). The shortage is especially acute in pre-primary education, where 72% of teachers are unqualified; the pupil–teacher ratio (PTR) in government schools stands at 102:1 for pre-primary and 55:1 for primary—both far exceeding national norms (MoEST, 2024; BEST, 2023). Compounding this, teacher deployment and transfer remain inequitable, with rural and remote areas consistently underserved. Further, only one-third of secondary school teachers are female, reflecting persistent gender imbalances (MoEST & UNICEF, 2021).

Teacher attrition presents another pressing challenge. Although only 1.4% of teachers—and 1.1% in government schools—are projected to retire in the next five years, the workforce faces broader attrition threats due to low motivation, poor working conditions, and limited retention incentives (World Bank, 2021), despite having a youthful workforce. In 2024, 64.7% of all teachers were aged 31–40 years, and 35.2% of government teachers were aged 31–35 years, indicating both opportunity and risk for long-term retention (MoEST, 2024).

Teachers Distribution across the structure of formal education in Tanzania.

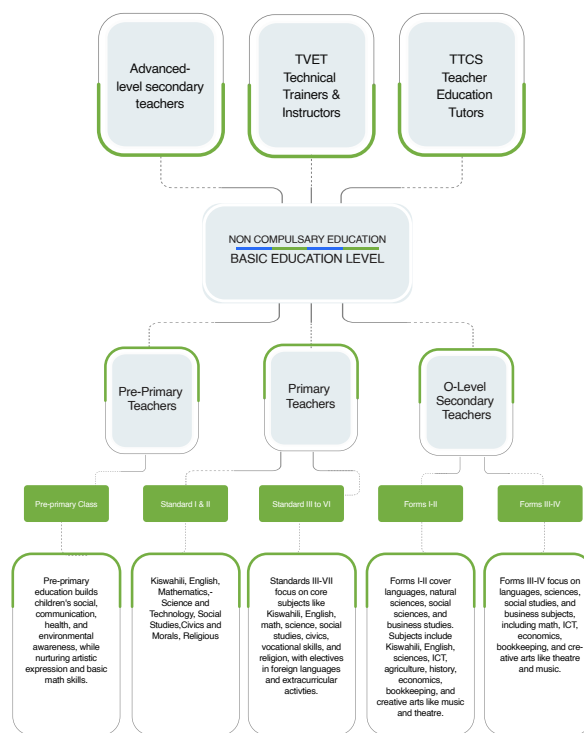


Figure 1: Teacher Workforce Across the Formal Education Sector

On the supply side, Tanzania faces a persistent mismatch between the number of teachers produced through pre-service training and the sector's capacity to absorb them into public employment. Although the country produces approximately 11,700 newly trained teachers annually (TFF, 2024; MoEST, 2023), employment absorption remains constrained by budget ceilings, shifting policy priorities, and the limited fiscal space available to local government authorities (LGAs).

In the 2024/25 fiscal year, the government announced plans to recruit 12,000 new teachers, with 11,015 positions already advertised (The Citizen, 2024). This initiative coincided with the rollout of the new competency-based curriculum, which further amplified the need to expand the teaching workforce to meet evolving instructional demands. In January 2025, the government advertised 14,648 teaching positions, receiving an overwhelming 201,000 applications (The Citizen, 2025)—highlighting both the high demand for teaching jobs and the competitive nature of the recruitment process.

To support inclusive education, a diverse and inclusive education workforce is essential. Current strategies under the Education Sector Development Plan (ESDP) 2025/26–2029/30 aim to improve inclusion responsiveness in teacher training institutions and address participation gaps for prospective teachers with disabilities and other marginalized groups (MoEST, 2025).

Despite these efforts, Tanzania continues to face critical gaps in meeting its teacher workforce needs, particularly in STEM subjects and pre-primary education. Budget constraints are a major limiting factor. As reported in the Public Expenditure Review (World Bank and MoEST, 2024), more than 95% of local education budgets are allocated to teacher salaries. On the other hand, central government budget data show that 69% of sector funds flow through LGAs, with nearly 60% allocated to personnel emoluments. Recurrent operational expenditures are limited to 3%, while only 6% supports development initiatives (World Bank & MoEST, 2020). This pattern leaves minimal resources for investments in pre-service training, continuous professional development (CPD), school infrastructure, and instructional materials. Without significant fiscal reform and workforce planning integration, the system risks producing more teachers than it can meaningfully employ while continuing to fall short in subject-specific and geographic deployment.

Moreover, Tanzania's teacher education model remains predominantly front-loaded and college-based, characterized by a fixed pre-service training phase that is largely disconnected from in-service learning. While this traditional model has historically supported basic workforce supply, it is increasingly seen as insufficiently responsive to the demands of a modern, inclusive education system (Bangay, 2023). The rigidity of this approach slows the production of qualified teachers—especially in high-demand subjects such as mathematics, science, English, and early childhood education—and limits the system's ability to adapt to teacher attrition, evolving curriculum requirements, and demographic shifts.

Moreover, the limited integration of CPD within the teacher career cycle weakens opportunities for sustained growth and professionalization. Without a lifelong learning framework, teaching competencies stagnate, and the education system struggles to support quality improvement at scale (Bangay, 2023).

Efforts to strengthen in-service training through the Teacher Continuous Professional Development (TCPD) framework are underway. TCPD is now operational in all LGAs under the MEWAKA¹ initiative in primary schools. However, funding, coordination, and scale remain limited, resulting in inconsistent quality and coverage of professional development across regions (MoEST, 2021; TCPD Framework, 2020).

This rapid mapping report responds to these persistent systemic and operational challenges affecting teacher workforce planning and management across the teacher life cycle. The report scope covers Mainland Tanzania, hereafter referred to as 'Tanzania'. It aims to identify the key enablers and barriers to effective policy implementation for workforce planning and management across the teacher life cycle (TLC) by systematically reviewing existing policies, legal instruments, institutional responsibilities, data systems, and reform programs. The mapping also assesses gaps in evidence and data across each stage of the TLC—from workforce planning, pre-service training, and recruitment to deployment, employment and retention, professional development, performance management, and retirement.

Ultimately, this report seeks to provide a practical, evidence-informed foundation for decision-making and collaboration across government, development partners, and civil society. It aims to strengthen the governance, equity, and effectiveness of Tanzania's teacher workforce planning and management, in alignment with the ambitions articulated in the ESDP 2025/26–2029/30 (MoEST, 2025).

1.1 Overview of the Teacher Life Cycle in Tanzania

As illustrated in Figure 2, the TLC in Tanzania encompasses a continuum of interdependent stages that govern the entry, development, performance, and exit of educators from the public education system. Each stage is critical to ensuring a well-prepared, equitably distributed, and motivated education workforce. It begins with workforce planning and forecasting, led by MoEST, which estimates teacher demand by subject, level, and region. This informs pre-service teacher education managed by teacher training colleges and universities, regulated by the National Council for Technical and Vocational Education and Training (NACTVET) and the Tanzania Commission for Universities (TCU). Teacher recruitment is overseen by the Teachers' Service Commission (TSC) and the Public Service Recruitment Secretariat (PSRS), with recent reforms introducing a structured 12-month probation and early career mentorship via the Teacher Induction, Mentorship, and Coaching (TIMEC) framework. Once recruited, teachers are deployed by the President's Office, Regional Administration and Local Government (PO-RALG) in line with the primary and secondary teacher protocols, or P-TAP and S-TAP, though regional disparities and informal transfers persist.

CPD is delivered through the TCPD Framework, with school-based learning models supported by MEWAKA and the upcoming integrated TCPD guideline aiming to ensure equitable access, including for secondary teachers. Teacher performance is appraised through tools like Open Performance Review and Appraisal System (OPRAS) and Teacher Performance Appraisal and Development System (TPAD), but links to promotion remain weak, often relying on automatic progression. Retention and motivation are addressed through targeted reforms such as the Teacher Incentivization Guide (TIG), hardship allowances, and rural support programs. Finally, exit and retirement are managed under public service legislation, though administrative delays and lack of forecasting data hinder smooth transition planning. Ensuring coherence, inclusivity, and data-driven decision-making at each stage of this life cycle is essential to achieving Tanzania's education quality and equity goals.

¹ TCPD is popularly known as Mafunzo Endelevu ya Walimu Kazini (MEWAKA)

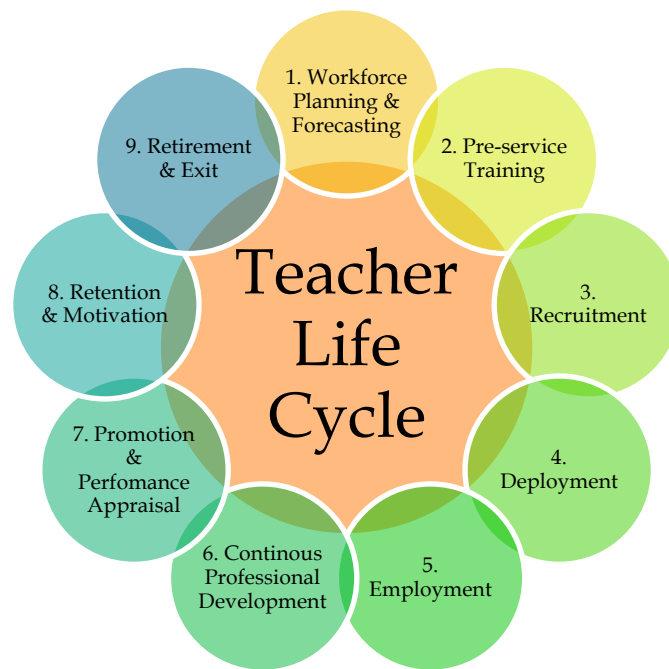


Figure 2: Teacher Life Cycle in Tanzania

1.2 Recent Research on Teacher Workforce Planning and Management in Tanzania

In recent years, several influential studies have explored the structural, policy, and implementation dimensions of teacher workforce planning and management in Tanzania. These studies have provided critical insights into challenges related to teacher deployment, qualification standards, professional development, and data-driven planning across the teacher life cycle.

One of the most comprehensive assessments is the World Bank’s Tanzania Education Sector Institutional and Governance Assessment (2021), which analyzed institutional responsibilities, coordination mechanisms, and systemic inefficiencies in workforce management. The report highlighted issues such as the fragmentation of roles between MoEST, PO-RALG, and TSC, and the limited integration of teacher performance and deployment data into planning systems. It emphasized the need for harmonized legal mandates and digital tools to enable data-driven workforce decisions (World Bank, 2021).

Another key contribution is the Teacher Forecasting Framework (TFF) 2024, developed by MoEST with technical support from UNICEF and other partners. This framework introduced a model for projecting teacher supply and demand at national, regional, and subject-specific levels. It revealed critical imbalances, such as the oversupply of arts and humanities teachers and shortages in STEM and pre-primary education. The TFF has been influential in shaping evidence-based recruitment planning and informing annual staffing allocations (MoEST, 2024). However, the current version of the TFF primarily emphasizes the demand side of workforce planning. Both government and development partners have highlighted the critical need to strengthen the supply-side analysis—specifically to address knowledge gaps related to teacher production, graduation trends, and entry rates into the teaching profession. As a result, the TFF is expected to be revised and expanded in the upcoming planning cycle to integrate dynamic supply-side modeling, enabling more comprehensive forecasting and scenario-based teacher deployment strategies.

The UNICEF Innocenti “Data Must Speak” (DMS) Study further contributes to the literature by identifying school-level factors influencing teacher deployment and effectiveness. Drawing on administrative and performance data, the study highlights disparities in teacher distribution, especially in rural and low-performing schools. It also found that qualified teacher availability and CPD participation were strongly associated with student learning outcomes and equity (UNICEF Innocenti, 2024).

Research on CPD has also been central to the discourse. For example, Kafanabo (2024) conducted an evaluative study of curriculum reforms and their alignment with teacher professional development. The research highlighted that while curriculum updates are ongoing, CPD delivery remains inconsistent and insufficiently linked to classroom realities, particularly at the secondary level. The study called for stronger investment in localized, curriculum-aligned CPD models (Kafanabo, 2024).

Furthermore, implementation reviews of national programs such as MEWAKA, the Teacher Education Support Project (TESP), and LANES II have provided operational insights into the rollout of school-based CPD, digital system usage, and deployment standards. The MEWAKA Annual Report (MoEST, 2021) noted progress in institutionalizing TCPD through school-based communities of learning, while also flagging gaps in funding, digital infrastructure, and LGA coordination.

Lastly, policy analysis conducted under the Tanzania Education Sector Planning and Budgeting Studies (e.g., PER, 2024) pointed to the mismatch between planned teacher recruitment targets and actual budget execution. These studies argue for better alignment between the TFF, Ministry of Finance and Planning (MoFP) budget ceilings, and the education sector’s medium-term expenditure plans.

Together, these studies form a robust evidence base that highlights the urgent need for a coordinated, equity-driven, and data-informed teacher workforce strategy in Tanzania. They also provide actionable recommendations on reforming institutional mandates, modernizing data systems, and enhancing capacity at sub-national levels.

2 METHODOLOGY

This rapid mapping exercise employed an integrated approach designed to generate a systems-level understanding of the enablers and barriers affecting the effective implementation of teacher workforce planning and management reforms. The methodology combined document analysis, key informant interviews (KIIs), and comparative analysis to holistically examine teacher's workforce planning and management across each stage of the teacher life cycle in Tanzania.

2.1 Document Review

A systematic review of national policies, legal instruments, institutional mandates, and education sector reports was conducted to map the regulatory and operational framework governing teacher planning, training, recruitment, deployment, performance, and retention. Some of the key documents reviewed are included in Figure 3.

2.2 Stakeholder Consultations

To enrich the desk review with experiential insights, KIIs were conducted with five senior officials from two critical government institutions: PO-RALG, MoEST, and TSC.

These consultations explored practical dimensions of teacher management, including recruitment bottlenecks, deployment protocols, career progression, and institutional accountability. The KIIs were guided by semi-structured tools designed to explore institutional responsibilities, coordination challenges, and system-level incentives and disincentives.

2.3 Comparative Analysis

A regional analysis was undertaken to contextualize Tanzania's teacher planning and management approaches against effective practice in similar Sub-Saharan African contexts. Particular emphasis was placed on workforce forecasting methodologies, performance evaluation mechanisms, and models of decentralized teacher support and supervision. The comparative element offered actionable insights to inform systemic reforms and policy design.

- Education and Training Policy 2014 (2023 Edition)
- Public Service Management and Employment Policy (2008)
- National Five-Year Development Plan III (2021/22–2025/26)
- Education Sector Development Plan (2025/26–2029/30)
- Tanzania Development Vision 2025 & 2050 (Draft)
- Teachers Service Commission Act (2015), CAP. 448
- Teachers Service Commission Regulations (2016)
- Public Service Act (Cap 298)
- Local Government (Teachers' Service) Scheme (2016)
- TPB General Regulations (2020)
- The Tanzania Teachers' Professional Board Act (2018)
- Teacher Forecasting Framework (2024)
- Education (Registration of Teachers) Regulations, 2002
- NACTVET Act (2021)
- Government Circulars (via PO-RALG and MoEST)
- The Teachers' Service Commission Regulations (2016)
- Guidelines for Teacher Deployment in Pre-primary and Primary Schools (2020)
- National Teacher Education Curricula (TIE, 2023)
- National Framework for Teacher Continuous Professional Development (2020)

Figure 3: Some of the Key Documents Reviewed

2.4 Analytical Focus Areas

The mapping exercise was organized across core dimensions of the teacher life cycle:

- Workforce planning and forecasting
- Entry requirements and pre-service training
- Recruitment and deployment
- Employment, promotion, and retention
- Teacher continuous professional development
- Teacher performance management
- Retirement and exit

These stages were assessed for their policy coherence, institutional coordination, implementation fidelity, and data-driven management capacity.

2.5 Limitations and Delimitations

This rapid mapping exercise was exploratory and qualitative in nature. While it offers critical institutional insights, it does not provide statistically representative primary data from teachers and other officials across districts or regions. Instead, it serves as a strategic input for designing reform pathways, monitoring frameworks, and future in-depth studies. This mapping exercise is intended to point to recommendations that may strengthen the governance, equity, and effectiveness of Tanzania's teacher workforce planning and management.

3 FINDINGS

3.1 Policy Actors Governing Teacher Workforce Planning and Management in Tanzania

The governance of the teacher workforce in Tanzania is shaped by a wide network of actors across national, regional, and institutional levels (see Figure 4). These actors vary in their influence, interest, and impact across different stages of the teacher life cycle—from workforce planning and pre-service enrollment to recruitment, deployment, professional development, and retirement (MoEST, 2025; World Bank, 2021). Annex 2 illustrates this landscape using a structured actor mapping matrix that outlines their roles and relationships.

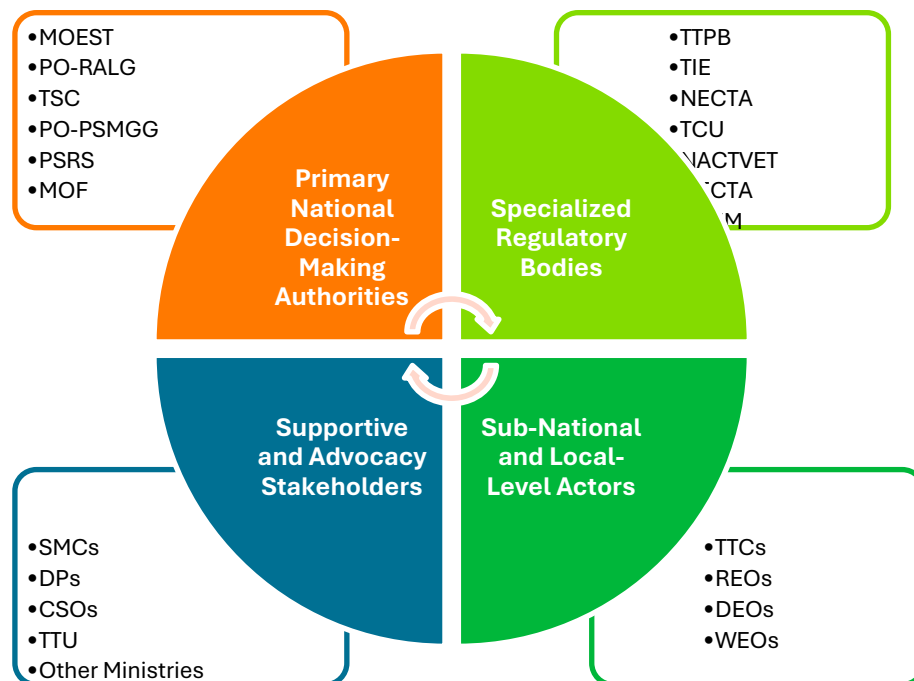


Figure 4: Policy Actors Governing and supporting Teacher Workforce Planning and Management

3.1.1 Primary National Decision-Making Authorities

At the apex of teacher workforce governance are three institutions with high authority and influence:

1. **Ministry of Education, Science and Technology (MoEST):** Leads on education policy formulation, curriculum development and oversight, pre-service teacher education, and the implementation of national teacher development frameworks (MoEST, 2023; MoEST, 2025).
2. **President’s Office, Regional Administration and Local Government (PO-RALG):** Holds significant implementation authority through its mandate to manage teachers’ post-recruitment—including deployment, supervision, and performance monitoring at the LGA level (World Bank, 2021).
3. **Teachers’ Service Commission (TSC):** Legally entrusted with the recruitment, appointment, registration, and disciplinary control of teachers in public service under the Teachers’ Service Commission Act (2015) and its accompanying regulations (TSC, 2016).

3.1.1.1 Workforce Planning and Employment Decisions

Teacher workforce planning is a cross-sectoral and politically negotiated process involving multiple ministries and commissions. MoEST leads technical projections of teacher supply and demand, as seen in the Teacher Forecasting Framework (TFF) developed in 2024 (MoEST, 2024). However, workforce expansion is contingent upon decisions made by the Ministry of Finance and Planning (MoFP) and the President’s Office, Public Service Management and Good Governance (PO-PSMGG):

1. MoEST develops technical projections (e.g., via the TFF) to forecast teacher demand based on demographic trends, pupil–teacher ratios, curricular requirements, and school expansion policies. These forecasts are technical inputs, not binding commitments (MoEST, 2024).

2. PO-PSMGG, through the Public Service Commission (PSC), determines recruitment ceilings and authorizes employment across ministries based on MoFP's budgetary envelope. The commission also approves promotion criteria and teacher mobility (MoEST, 2025; PSC Act, 2002).
3. Public Service Recruitment Secretariat (PSRS) executes teacher hiring, contingent on PSC approval and MoFP allocations. Despite TSC's legal mandate, recruitment and deployment are heavily influenced by PSRS and PO-RALG, creating administrative complexity (World Bank, 2021). (While TSC is legally mandated to recruit, appoint, and register teachers, actual hiring is done by PSRS and only possible once approvals are granted by PO-PSMGG and budgeted by MoFP.)
4. MoFP determines the fiscal space for new hires and provides budget ceilings through the Medium-Term Expenditure Framework (MTEF), directly influencing the number of teachers that can be employed in any given year (PER, 2024).
5. Moreover, PO-RALG and LGAs play a dominant role in posting, deployment and transfer, often influencing actual school-level allocation—sometimes outside formal workforce planning mechanisms (World Bank, 2021; KIs, 2025).

3.1.1.2 *Pre-Service Training and Admission into Teacher Education*

The alignment between pre-service teacher training and workforce demand remains weak and is a major gap in workforce planning. Tanzania has no formal policy mechanism to link projected teacher demand with student intake quotas in teacher training institutions (MoEST, 2025; TFF, 2024). While MoEST provides broad guidance, admissions into public teacher colleges (TCs) and universities are often supply-driven, based on institutional capacity rather than strategic workforce targets.

1. The Tanzania Commission for Universities (TCU) and NACTVET oversee program accreditation and student admissions in university-level and diploma-level teacher training, respectively. They regulate admissions to teacher training programs; however, their criteria do not explicitly consider subject-specific or geographic shortages in the education system (United Republic of Tanzania (URT), 2025).
2. Teacher education institutions do not routinely receive national recruitment forecasts or employment data, resulting in oversupply in certain subjects (e.g., arts and humanities) and chronic shortages in others (e.g., science, mathematics, and early childhood education) (MoEST, 2024; UNICEF, 2024).
3. The Education and Training Policy (ETP) 2014/2023 mandates a diploma as the minimum qualification for teaching but lacks mechanisms for aligning intake with demand or incentivizing subject-specialized admissions (United Republic of Tanzania, 2023).

3.1.1.3 *Influence and Coordination Challenges*

Key informant interviews revealed that fragmented coordination among workforce actors undermines effective planning. For example:

1. TSC, while responsible for recruitment, is not consistently and effectively engaged by PO-RALG in school-level deployment decisions.
2. PO-PSMGG holds power over employment and promotion approvals, but there is limited consultation with TSC or MoEST on the final recruitment numbers on subject-specific or regional staffing needs.

3. PO-RALG has growing authority in decentralized education management but lacks a formalized interface for joint workforce planning with MoEST and PO-PSMGG (World Bank, 2021; Klls, 2025).

This disconnect contributes to recurring problems such as imbalanced teacher deployment, misaligned training supply, and delayed filling of school vacancies.

3.1.2 Specialized Regulatory Bodies

Several semi-autonomous agencies directly influence teacher competencies, curricula, and standards:

1. Tanzania Teachers' Professional Board (TTPB) is mandated to license teachers, regulates professional standards, and enforces CPD under the Teachers' Professional Board Act (2018). The board is yet to be fully operational (Klls, 2025).
2. Tanzania Institute of Education (TIE) leads curriculum design and pedagogical materials for pre-service and in-service teacher education and provides pedagogical guidance.
3. National Examinations Council of Tanzania (NECTA) assesses teacher trainees and pupils, influencing the feedback loop between instructional standards and teacher effectiveness.
4. Tanzania Commission for Universities (TCU) & NACTVET oversees accreditation of teacher training colleges and monitoring quality.

These bodies are critical to the quality assurance and systemic improvement of teacher professionalism (TTPB, 2020; NECTA, 2023).

3.1.3 Sub-National and Local-Level Actors

At the sub-national level, Regional Education Officers (REOs), District Education Officers (DEOs), and Ward Education Officers (WEOs) serve as front-line implementers of teacher policies, translating directives into school-level teacher placements. Their responsibilities include operationalizing national directives, supporting school-level supervision, and enforcing teacher accountability. However, they have limited authority to influence upstream hiring or training quotas. Their effectiveness is often limited by capacity, budgetary shortfalls, and inconsistent vertical coordination with central authorities (World Bank, 2021; MoEST, 2025). Other actors like teacher training colleges and universities play a crucial role in preparing and equipping teachers with essential pedagogical skills, subject knowledge, and professional ethics. They provide foundational training, continuous professional development, and practical teaching experience, ensuring a competent and well-qualified teaching workforce in Tanzania.

3.1.4 Supportive and Advocacy Stakeholders

1. Development partners (DPs), and civil society organizations (CSOs) play a vital supportive role through technical assistance, innovation funding, and evidence generation. While their formal influence over policy is limited, they significantly shape the discourse and momentum for reform (UNICEF, 2024).
2. Trade unions, such as the Tanzania Teachers' Union (TTU), represent frontline educators and advocate for the rights and welfare of teachers, but their bargaining power is relatively constrained due to political, legal, and institutional dynamics.

3. School management committees (SMCs) and community stakeholders provide localized governance, often influencing teacher behavior, particularly in rural and underserved areas.

The governance of teacher affairs in Tanzania is marked by institutional overlap and political sensitivities. Effective teacher workforce planning in Tanzania is constrained by institutional fragmentation, misaligned mandates, and weak data integration. The absence of a strong central coordination platform between MoEST, PO-RALG, PO-PSMGG, TSC, and MoFP leads to suboptimal hiring, inefficient deployment, and a mismatch between teacher education supply and system needs.

“We aspire for all teacher-related matters to be coordinated under a single effective central institution. Currently, these affairs are handled by multiple agencies, leading to confusion and making teacher issues consistently politically sensitive.” –Teaching Service Commission

Box 1: Insights from teacher management in Kenya and Singapore: On teacher management, Kenya’s constitutionally autonomous Teachers Service Commission (TSC) offers a unified structure that manages recruitment, payroll, promotion, and professional conduct (Government of Kenya, 2022)—a contrast to Tanzania’s model where MoEST, PO-RALG, TTPB, and TSC share overlapping roles. Kenya’s performance-based promotion system also ties CPD to teacher progression, something still lacking in Tanzania.

Singapore’s teachers’ affairs, embedded within the Ministry of Education’s Human Resource Department, offers a compelling model for integrated HR governance. It supports career planning, promotion, and professional development under one operational umbrella, ensuring strategic alignment between system needs and workforce investments. One government official during KII identified this model as an example of administrative efficiency and seamless workforce management.

3.2 Policy, Plans and Legislative Frameworks

The governance of teacher workforce planning and management in Tanzania is underpinned by a multi-layered framework of education sector policies, public service regulations, strategic plans, and implementation mechanisms. These frameworks set the tone for workforce planning and management across all stages of the teacher life cycle. However, despite the presence of a robust policy infrastructure, the practical implementation of these frameworks reveals significant gaps in policy coherence, enforceability, inter-institutional coordination, and regulatory misalignments that continue to undermine the effective implementation of teacher workforce reforms.

3.2.1 Sector Policies, Strategic Plans and Frameworks

3.2.1.1 Education and Training Policy (ETP) 2014, Revised 2023

This sectoral policy guides teacher quality, recruitment, and professional development. Section 3.12.1.5 states that “the government shall strengthen the teacher recruitment system by ensuring that only qualified candidates are hired through examination and interview”. It articulates that “teachers must be professionally trained, qualified, and licensed” and calls for “strengthened in-service training systems and performance-based teacher management”

(MoEST, 2023). However, key informant interviews reveal a significant implementation gap: the policy lacks operational provisions for aligning TCPD with the national school calendar. As a result, even though the TCPD is mandated by policy, teachers often lack protected time for in-service learning activities, and training is conducted inconsistently and without institutional embedding. Moreover, the ETP remains silent on specific mechanisms for matching pre-service intake with projected workforce needs or addressing career progression and retention incentives across the life cycle. It also lacks enforceable provisions on equity-based deployment and mechanisms for harmonized inter-agency roles (UNICEF, 2024).

3.2.1.2 *Public Service Management and Employment Policy (2008, 2nd Edition)*

This cross-sectoral policy guides recruitment and employment practices across all government sectors, including education. It emphasizes "*competitive, transparent, and merit-based employment procedures*" (URT, 2008, 4.2(iii)) and calls for a specialized body – the Public Service Commission – to oversee civil service recruitment. However:

1. The policy does not explicitly mention teachers or address sector-specific requirements for teacher competencies or decentralized education service needs, despite teachers comprising the largest proportion of public servants.
2. It lacks mechanisms to ensure teacher workforce supply-demand alignment through coordinated planning with the Ministry of Education, PO-RALG, and TSC.
3. Operational guidance for integrating TCPD and subject specialization into promotion pathways is absent.

3.2.1.3 *Education Sector Development Plan (ESDP) 2025/26–2029/30 (Plan)*

The current ESDP lays out Tanzania’s medium-term strategic priorities in education. It explicitly identifies teacher workforce planning as a key area for reform. Priority actions include:

1. “Strengthening workforce planning models, including forecasting teacher needs across subjects and levels” (MoEST, 2025, p. 48),
2. “Operationalizing teacher CPD models at national scale” (p. 52).

Despite this, the ESDP does not clearly specify institutional accountability mechanisms, nor does it provide a costing framework for projected teacher requirements outlined in the Teacher Forecasting Framework (TFF). KIIs confirm that there is no institutionalized link between TCPD participation and performance evaluation, promotion, or renewal of teaching licenses, creating a disincentive for sustained engagement.

3.2.1.4 *Teacher Continuous Professional Development Framework (TCPD, 2020)*

The TCPD Framework establishes a school-based model for in-service teacher development. It commits to:

“Ensuring every teacher receives structured, curriculum-aligned professional development support” (MoEST, 2020, p. 4).

However, its rollout has been uneven across LGAs and underfunded, and the framework lacks enforceability provisions and M&E metrics tied to performance management (World Bank, 2021).

3.2.1.5 *Teacher Forecasting Framework (TFF, 2024) (Technical Planning Tool)*

Developed with technical support from UNICEF and Genesis Analytics, the TFF is a milestone planning tool that projects Tanzania will require 537,599 new teachers by 2030. It identifies a 72% qualification gap at pre-primary level and a structural shortage of science and mathematics teachers at secondary level (MoEST, 2024). The framework highlights the urgent need for strategic coordination between workforce supply (pre-service) and demand (recruitment), yet it is not yet institutionalized within national financing and recruitment systems.

Technical analysis from other studies has indicated that when planning teacher deployment, relying solely on maximum class size (e.g., 60 pupils per class) provides a fixed benchmark for classroom staffing but fails to reflect school-level variations such as subject specialization, multi-grade teaching, or infrastructure constraints. On the other hand, pupil-teacher ratio (PTR) offers a broader system-level indicator but can mask internal disparities—such as overloaded classrooms in rural areas or inefficient distribution of subject teachers. The Teacher Forecasting Framework (TFF) addresses these limitations by using both indicators—PTR and class size—within a more dynamic projection model. TFF incorporates enrolment trends, subject needs, teacher attrition, and deployment patterns to inform strategic workforce planning. Therefore, a combined approach, linking maximum class size and PTR within the TFF, allows Tanzania to strike a balance between classroom-level efficiency and system-wide equity, enabling more responsive and needs-based teacher deployment strategies. Overall, there is an ongoing effort to strengthen the TFF by incorporating in-service data to better understand the dynamics on the teacher supply side.

3.2.2 **Legislative and Regulatory Frameworks**

3.2.2.1 *Education Act (Cap. 353) and Education (Registration of Teachers) Regulations, 2002 (Legislation/Regulation)*

These establish the legal basis for teacher registration and licensing. The Education Act empowers the government to regulate entry into the teaching profession, while the Registration Regulations require that: “A teacher must complete a probation period of two years and hold appropriate teaching qualifications to be confirmed and registered” (G.N. No. 297 of 2002, p. 3).

Despite its foundational nature, the Act is outdated—it does not reflect current realities of decentralized recruitment, competency-based training, or inclusive education reforms (MoEST, 2023; UNICEF, 2024).

3.2.2.2 *Teachers’ Service Commission (TSC) Act, 2015 and TSC Regulations, 2016 (Legislation/Regulation)*

The TSC Act mandates the recruitment, appointment, and disciplinary control of teachers. The regulations therein establish structures for teacher management at district and national levels. Notably:

1. “Recruitment shall be merit-based and carried out by the Commission in consultation with the responsible authorities” (TSC, 2016, Reg. 3–4),
2. “Transfers, promotion, and termination decisions must adhere to the provisions of the Scheme of Service”.

Yet, interviews and reviews reveal that TSC’s authority is often eclipsed by PO-RALG in deployment decisions, undermining consistent application of these rules (World Bank, 2021).

3.2.2.3 *Public Service Act (Cap. 298)*

The Act governs all public sector employment and mandates the establishment of a centralized body to manage public recruitment. It empowers the President's Office – Public Service Management and Good Governance (PO-PSMGG) and the Public Service Commission (PSC) to regulate employment, terms of service, promotion, and discipline across sectors. It provides legal authority for the delegation of recruitment powers to LGAs and sector ministries when necessary. The President's Office – Public Service Recruitment Secretariat (PSRS), established under this Act, is the official body responsible for administering teacher recruitment in Tanzania. It facilitates advertisements, shortlisting, aptitude testing, and final placement for teaching candidates. Key provisions include:

1. "Appointments in the public service shall be based on merit and follow prescribed schemes of service" (p. 9).
2. "Performance reviews and development must be conducted periodically for all public servants" (p. 23).
3. Section 29(A)(1) empowers the PSRS Secretary to delegate recruitment functions to institutions such as LGAs, public universities, and ministries during periods of technical shortage or mass hiring exercises (URT, 2024).

While the legal framework is strong on procedural clarity, the Act does not reference or integrate teacher-specific roles or frameworks, such as TSC authority or TCPD obligations, creating a disconnect between sector-specific reforms and broader civil service processes. Promotion and transfers of teachers often follow general public service criteria, without recognizing pedagogical expertise or participation in CPD.

3.2.2.4 *Tanzania Teachers' Professional Board (TTPB) Act, 2018 and General Regulations, 2020 (Legislation/Regulation)*

The TTPB Act establishes the legal mandate for licensing, ethics regulation, and CPD oversight. Section 29 of the Act states:

"No person shall teach unless registered and licensed under this Act" (TTPB, 2018, p. 29).

While the Act provides strong regulatory tools, the board is not yet fully operational, and enforcement remains weak due to low institutional capacity and fragmented databases on teacher registration (MoEST, 2024).

3.2.2.5 *Local Government (Teachers' Service Scheme) GN No. 311 of 2016 (Policy/Legislative Instrument)*

This scheme outlines employment conditions, leave benefits, retirement provisions, and promotion criteria for teachers under local governments. Clause 27 introduces performance appraisals, but the lack of implementation guidance and alignment with TSC and PO-RALG roles limits its operationalization (URT, 2016).

3.2.3 **Identified Gaps and Overlaps**

Despite the availability of a broad legal and policy architecture, Tanzania's teacher management system is fragmented and insufficiently harmonized. Specific gaps include:

1. Misalignment between laws and decentralized practice: Although TSC is empowered to manage teachers, PO-RALG has de facto control over deployment and school-level management, creating conflicting jurisdictions (World Bank, 2021). Klls have also confirmed this gap.

2. Lack of enforceable planning-policy linkages: Neither the ETP nor ESDP legally binds recruitment quotas to pre-service intake, resulting in oversupply in some subjects and acute shortages in others (TFF, 2024).
3. Absence of an integrated accountability mechanism to monitor implementation across MoEST, TSC, PO-RALG, and PO-PSMGG.
4. Weak legal protection and support for professional development: CPD obligations are not codified as a prerequisite for promotion or license renewal.

Table 1: Summary of Sectoral Policies, Strategic Plans, and Legal Frameworks

Policy/Legal Instrument	Type	Description	Gaps and Implications
Education and Training Policy (ETP), 2014 / Revised 2023	Sectoral Policy	Provides overall vision for teacher quality, licensing, and CPD. Emphasizes qualified and licensed teachers and improved professional development.	Silent on mechanisms to align pre-service intake with projected teacher demand. Does not provide enforceable time allocation for TCPD. Silent on mechanisms to institutionalize CPD into licensing or promotion decisions.
Education Sector Development Plan (ESDP), 2025/26–2029/30	Strategic Plan	Operationalizes sector goals, including equitable teacher distribution, CPD scale-up, and workforce forecasting.	Lacks a binding framework to integrate the TFF into annual recruitment planning. Does not clarify institutional accountability for workforce actions.
National Framework for Teacher Continuous Professional Development (TCPD), 2020	Implementation Framework	Introduces a mandatory, school-based CPD model grounded in peer-led learning cycles.	Not integrated into the national curriculum or school calendar; no legal provision for protected CPD time and weak enforcement mechanisms.
Teacher Forecasting Framework (TFF), 2024	Technical Planning Tool	Projects demand for 537,599 teachers by 2030; and highlights supply-demand misalignments and equity gaps.	Not institutionalized in recruitment approvals or budget ceilings. Limited coordination with MoFP and PO-PSMGG. Omits frameworks for integrating CPD or decentralized education demands.
Public Service Management and Employment Policy (PSMEP), 2008	Cross-Sectoral Public Policy	Outlines principles for a professional, accountable, and merit-based public service.	Does not reference education-specific roles or teacher-specific career paths. Fails to integrate TCPD or teacher-specific appraisal models.
Public Service Act (Cap. 298)	Legislation	Governs public service recruitment, performance management, and career progression. Applies to all civil servants including teachers.	Generic in design; lacks alignment with education-specific frameworks (e.g., TSC Act). No integration with teacher CPD or professional standards.
Teachers' Service Commission (TSC) Act, 2015 and Regulations, 2016	Sector-Specific Legislation	Establishes the legal mandate for recruitment, appointment, registration, and discipline of public-school teachers.	TSC's recruitment and appointment role is often superseded by PO-RALG's authority in deployment. Weak coordination on transfer and promotion.
Tanzania Teachers' Professional Board (TTPB) Act, 2018 and Regulations, 2020	Regulatory Law	Provides for teacher licensing, professional standards enforcement, and CPD accreditation.	Yet to be fully operational. Enforcement capacity is low; no clear linkage between CPD participation and license renewal or promotion.
Local Government (Teachers' Service) Scheme, GN No. 311/2016	Administrative Instrument	Defines employment terms, leave, retirement, and welfare entitlements of teachers under LGAs.	Lacks alignment with teacher performance management or professional development cycles; implemented inconsistently.

“The National Framework for Teacher Continuous Professional Development (TCPD) mandates participation in CPD for all teachers. Across the country, all LGAs have implemented MEWAKA in primary schools, with support from the GPE and Shule Bora programmes in raising awareness and delivering training on the four guideline manuals. However, the current guidelines lack specific provisions for secondary school teachers and those in special education. Furthermore, there is no dedicated national curriculum outlining the delivery mechanisms for TCPD. Enforcement remains weak, largely due to the absence of allocated time for teacher self-development within the official school calendar”.

Key Findings on Gaps and Overlaps in Teacher Workforce Governance

- **Mandate Conflicts:** Overlapping roles between PO-RALG, TSC, and TTPB create inconsistencies in teacher planning, recruitment, deployment, and undermine streamlined decision-making.
- **Planning Disconnects:** Lack of alignment between recruitment policies and pre-service intake planning leads to oversupply in some subjects and critical shortages in others.
- **CPD Enforcement Gap:** Participation in continuing professional development is not formally tied to teacher promotion, licensing, or performance management.
- **Fragmented Accountability:** Limited coordination among MoEST, PO-RALG, TTPB, TSC, and PO-PSMGG hinders coherent policy implementation and monitoring.

3.3 Policy Reforms and Programs

Over the past decade, the Government of Tanzania has launched a comprehensive set of policy reforms and strategic programs aimed at strengthening teacher workforce management across the teacher life cycle. These reforms respond to both systemic pressures (e.g., enrolment expansion and equity disparities) and strategic shifts in education structure and delivery. They are grounded in key national frameworks such as the Education and Training Policy (ETP 2014, Revised 2023), the Education Sector Development Plan (ESDP 2021/22–2025/26 and 2025/26–2029/30), Tanzania Partnership Compact, and the Teacher Continuous Professional Development (TCPD) Framework. These frameworks collectively prioritize system strengthening, data-driven planning, and equity-based workforce deployment, while acknowledging ongoing limitations in policy enforcement and institutional coordination.

Below are the key policy reforms across the teacher life cycle, which are also illustrated in Figure 5.

3.3.1 Structural and Curriculum Reforms Driving Demand for Qualified Teachers

3.3.1.1 Compulsory One-Year Pre-Primary Education

As part of the revised 1+6+4+2/3+3 education structure, Tanzania now mandates one year of pre-primary education as a prerequisite to Standard 1. This reform has significantly increased the demand for qualified pre-primary education teachers, particularly in public schools. However, over 72% of pre-primary education teachers remain unqualified, and the system lacks a targeted pre-service expansion strategy for this cadre (MoEST, 2024; TFF, 2024).

3.3.1.2 Curriculum Reforms: Life skills, new language subjects, and competency-based trainings

MoEST and TIE are leading reforms to implement a new education structure that affects how teachers are trained, certified, and deployed. Ongoing competency-based curriculum reforms include the introduction of new language subjects and life skills education across basic and secondary levels. This shift has major implications for teacher specialization, the redesign of teacher education curricula, and the expansion of pre-primary and lower secondary staffing pipelines. The reform is currently piloting a revised curriculum in selected LGAs, supported by aligned CPD modules under development (TIE, 2024; Curriculum Committee, 2024). While these reforms aim to equip learners for a changing society, KIs revealed that they have added pressure on teachers to adapt lesson planning, instructional materials, and pedagogy—without corresponding investments in CPD. The shift to competency-based training is welcome, but requires intensive, subject-specific teacher retraining, which remains underfunded and is inconsistently delivered. Rollout of the new competency-based curriculum is currently prioritized, including training of 120,000 teachers by mid-2026 (MOEST, 2025).

Box 2: Insights from pre-service teacher education in Ghana: Through the T-TEL initiative, Ghana transformed pre-service teacher education by introducing a Bachelor of Education degree aligned with national teacher standards and embedded practicum. Teacher education colleges partnered with 2,000 schools for practical training, ensuring better classroom readiness. These reforms show the value of pre-service alignment with curriculum reforms and local needs; a challenge still present in Tanzania due to weak forecasting-to-admissions links.

3.3.2 Teacher Continuous Professional Development (TCPD) Reforms

The TCPD Framework (2020), led by MoEST and PO-RALG, promotes a school-based, peer-facilitated model linked to curriculum changes. It was piloted through the MEWAKA program across 52 LGAs and is now transitioning to national scale (MoEST, 2021). Despite a positive reception, field insights indicate that TCPD is not integrated into the school timetable and remains underfunded, with no systematic link to performance appraisal, promotion, or license renewal (TCPD Framework, 2020; Kafanabo, 2024). Initially the TCPD implementation focused on pre-primary and primary school teachers under the MEWAKA model involving communities of learners (CoLs), teachers' resource centres (TRCs) and model/bub schools approaches. However, according to KIs, secondary school teachers were excluded from this first phase, leading to fragmented professional development pathways. To address this, four separate TCPD guidelines² were dissolved and merged into a single integrated TCPD guideline. This new integrated TCPD guideline is currently undergoing national review and is expected to be endorsed in 2026. It aims to institutionalize CPD across all teacher cadres, including secondary teachers, and provide a structured mechanism for training delivery, supervision, and appraisal alignment.

² The four old TCPD guidelines are: 1) guideline for establishing and managing MEWAKA; 2) guideline for implementing MEWAKA; 3) guideline for supervising MEWAKA at LGA and ward levels; and 4) guideline for conducting teacher needs assessments at LGA level.

Box 3: Insights from teacher professional development in Rwanda: Rwanda has effectively decentralized teacher CPD by establishing school clusters and performance-linked career growth. Districts take an active role in setting training needs and deployment strategies. Rwanda’s reforms are instructive for Tanzania’s integrated TCPD guideline rollout and efforts to institutionalize MEWAKA through TRCs and CoLs (Global Partnership for Education, 2023). These reforms are embedded within Rwanda’s decentralized education management model, where school leaders play an active role in identifying teacher development needs and feeding this information into district planning systems.

3.3.3 Improving Supply-Demand Alignment and Alternative Teaching Pathways

Persistent mismatches between teacher supply and demand—especially for STEM subjects—have prompted a set of workforce alignment reforms:

1. **TFF Analysis:** The Teacher Forecasting Framework (TFF), developed under MoEST with partner support, reveals an oversupply of teachers in arts and humanities and a shortage in science, ICT, and mathematics subjects (MoEST, 2024). This imbalance continues to affect deployment and quality targets at the secondary level.
2. **Internship and Volunteer Guidelines:** In response, MoEST and PO-RALG are finalizing the Teacher Internship Guideline and a Guideline for Engaging Volunteer Teachers, aimed at formalizing short-term and alternative teaching pathways, especially in rural and underserved schools.
3. **Volunteer Teacher Programs:** Currently implemented in collaboration with development partners, they act as a stopgap measure to meet critical staffing shortages. However, concerns remain about quality assurance, oversight, and their integration into formal employment pathways.
4. **Career Pathway Framework for Teachers:** A reviewed Scheme of Service and the Tanzania Qualification Framework (TQF) is being institutionalized to guide teacher progression.

3.3.4 Teacher Workforce Quality and Professionalization Reforms

Reforms are underway to enhance the quality, qualification profile, and professionalism of the education workforce:

1. **Probation Enforcement:** Enforcement of the Teacher Service Scheme (GN No. 311/2016) and application of probationary contracts for newly recruited teachers are being prioritized. All teachers must now undergo structured probation before confirmation.
2. **Minimum Entry Qualifications:** The minimum qualification for primary teachers has shifted from a Grade A certificate to a diploma. This has led to three formal teacher grades in the system: Grade 3A, 3B, and 3C, with special contract teachers also categorized by subject specialization (KII, 2025; TSC, 2016).
3. **WEO Standards:** At the coordination level, all Ward Education Officers (WEOs) are now required to possess a minimum of a bachelor’s degree, to ensure they can effectively supervise MEWAKA and support teacher quality improvement at the ward level.

Box 4: Insights on improving teaching professionalization in Nigeria: Under the Teacher Development Programme (TDP) and Kaduna State reforms, Nigeria overhauled its teacher quality assurance by testing all teachers, terminating 65% who failed, and hiring new recruits under performance-based training regimes. National reforms aligned TTC curricula, implemented school-based CPD, and introduced career ladders linked to competencies and outcomes. These bold reforms—though politically sensitive—demonstrated strong political will, objective evaluation criteria, and decentralized leadership, which Tanzania could draw from, especially for aligning CPD, appraisal, and promotions.

3.3.5 Digital Reforms and Data-Driven Planning Tools for Workforce Management

To support data-informed planning and improve teacher management, several digital reforms are being rolled out:

- **Mwalimu Data Lake:** Led by PO-RALG, the Mwalimu Data Lake is an integrated digital platform designed to consolidate all teacher-related data systems across key institutions. It brings together information from MoEST, PO-RALG, TSC, PSRS, NACTVET, Adult Education, ADEM, and TIE. This unified platform aims to enhance data interoperability, streamline teacher management processes, and support real-time workforce planning and decision-making. While the integration is nearly complete, TCU (Tanzania Commission for Universities) remains the only major stakeholder not yet integrated. As of May 2025, the system entered the user testing phase, with validation and refinement underway to ensure functionality and stakeholder readiness for full-scale deployment. This reform is expected to significantly improve data reliability, reduce duplication, and strengthen accountability across the teacher life cycle by consolidating the following data systems, among others:
 - **BEMIS** (Basic Education Management Information System), under PO-RALG, provides school-level data on staffing, infrastructure, and performance.
 - **PlanRep** supports LGAs in education sector planning and budget tracking, including teacher-related expenditures and projections.
 - **TSC-MIS**, managed by the TSC, captures teacher registry data, deployment history, promotion status, and attrition.
 - **PEPMIS** and learning management system (digital CPD) under TIE

KIIs emphasized that while these systems are powerful, interoperability remains a challenge, and data quality gaps persist in areas such as CPD tracking, subject specialization, intra-LGA deployment, and pre-service teacher data (e.g., intake, progression, and graduation rates across teacher training institutions). These gaps limit the ability to align training outputs with actual system needs and weaken the predictive power of workforce planning tools.

3.3.6 Teacher Allocation, Deployment Standards and Workload Reforms

Led by PO-RALG in collaboration with MoEST and the Teachers' Service Commission (TSC), reforms are underway to improve the efficiency, equity, and transparency of teacher allocation across primary and secondary schools. Central to these efforts are the Primary Teacher Allocation Protocol (P-TAP) and Secondary Teacher Allocation Protocol (S-TAP), which guide evidence-based deployment using school-level data and digital tools. These reforms aim to address chronic disparities in teacher distribution, particularly in underserved areas, while aligning staffing with

subject-specific needs and national pupil–teacher ratio targets. These reforms also aim to operationalize deployment standards defined in the 2020 Guidelines for Teachers’ Deployment in Pre-primary and Primary Schools, which target a pupil-teacher ratio of 40:1 in primary and 25:1 in pre-primary (MoEST, 2020). However, enforcement remains weak due to staffing constraints and the absence of a binding allocation formula across LGAs. Deployment compliance is monitored through results-based financing programs like EPforR and BOOST (World Bank), with disbursements linked to equitable staffing performance.

Box 6: Insights on teacher allocation in Sierra Leone: Sierra Leone has advanced significantly in integrating workforce data for teacher allocation. Under its Leh Wi Lan and Education Workforce Planning and Payroll Management reforms, the country developed a Teacher Workforce Management Dashboard that combines biometric data, teacher qualifications, subject specialties, and geographic deployment information to improve planning accuracy and reduce ghost workers (Education Workforce Initiative, 2021). This digital accountability model has improved transparency in teacher deployment and promoted more equitable distribution, especially in rural areas.

3.3.7 Decentralization and Streamlining of Recruitment and Promotion Reforms

1. **Decentralized Recruitment Process:** Teacher recruitment has increasingly shifted to LGAs under PO-RALG oversight, while the Public Service Recruitment Secretariat (PSRS) continues to manage national hiring rounds in collaboration with TSC. This aims to reduce delays and align deployment more closely with local school needs. Efforts to shorten recruitment cycles and enforce merit-based hiring are emphasized in both the Public Service Management Policy and the TSC Regulations.
2. **Digitalization of Recruitment via OTEAS:** The Online Teachers Employment Application System (OTEAS) is being scaled up to enhance transparency, reduce manual errors, and improve tracking of vacancies and applications.
3. **Teacher Internship Program:** A major innovation in recruitment, it was rolled out nationally in 2024 to enhance classroom readiness. It provides recent graduates with structured induction, mentorship, and classroom exposure before permanent appointment. Guidelines were developed in 2024–2025 and are currently being refined (MoEST, 2025).
4. In FY 2025/26, the government plans to recruit 15,000 new teachers for primary and secondary schools, focusing on reducing pupil-teacher ratios and responding to curriculum reform needs. This includes special allocations for science and language teachers (MOEST, 2025).
5. **Teacher Induction and Mentorship (TIMEC):** New induction guide, materials, and training structures are being piloted for newly recruited teachers under TSP and BOOST initiatives.

3.3.8 Inclusive Education Workforce Reforms

Tanzania has taken initial steps toward fostering a more inclusive education workforce, though implementation remains limited. The Education and Training Policy (2014, Revised 2023) and the Education Sector Development Plan (2025/26–2029/30) recognize inclusion as a cross-cutting priority, with calls to strengthen teacher training and support systems for diverse learners and educators. While there is growing policy commitment, particularly in

reference to pre-primary and foundational education, operational mechanisms to recruit, support, and retain teachers with disabilities are not yet in place. Emerging research highlights persistent barriers, including inaccessible recruitment platforms, lack of a dedicated recruitment quota or incentive scheme for teachers with disabilities, lack of workplace accommodations, and insufficient disability data disaggregation in teacher management systems. Efforts are underway to enhance the responsiveness of teacher education institutions, but disability-inclusive recruitment remains an unaddressed gap in the broader teacher workforce reform agenda.

Special needs education (SNE) teacher training and scholarships are awarded to teachers for diploma training in SNE; they also receive assistive equipment and materials.

3.3.9 Teacher Incentivization Reforms

Tanzania has initiated targeted teacher incentivization reforms to address chronic staffing disparities, particularly in underserved and hard-to-reach areas. Central to these efforts is the **Teacher Incentivization Guide (TIG)**, developed under the EPforR and Partnership Compact frameworks. The TIG outlines non-monetary and monetary strategies—such as rural housing support, performance-based rewards, and hardship allowances—to improve teacher retention in high-need locations. As of FY 2025/26, the guide is being rolled out to LGAs, with localized adaptation underway. Additionally, reforms under the **Career Pathway Framework**, supported by BOOST, are redefining teacher progression by aligning promotion criteria with qualifications, experience, and CPD participation, thereby strengthening professional motivation. These reforms complement existing deployment protocols (P-TAP and S-TAP) and are key to improving teacher distribution equity and long-term workforce sustainability.

Box 6: Insights on teacher career advancement in China: China's Teacher Research Groups (TRGs) serve as embedded professional learning communities that influence teacher promotion and CPD-based career advancement. According to one government official, teacher promotions in China are not solely based on tenure but also on research engagement, peer mentoring, and demonstrated contributions to school development. In Tanzania, promotions are currently automatic after four years and are not consistently tied to CPD participation—creating limited incentives for performance-linked professional growth.

Key reform areas—illustrated in **Figure 5**—span the entire teacher life cycle:

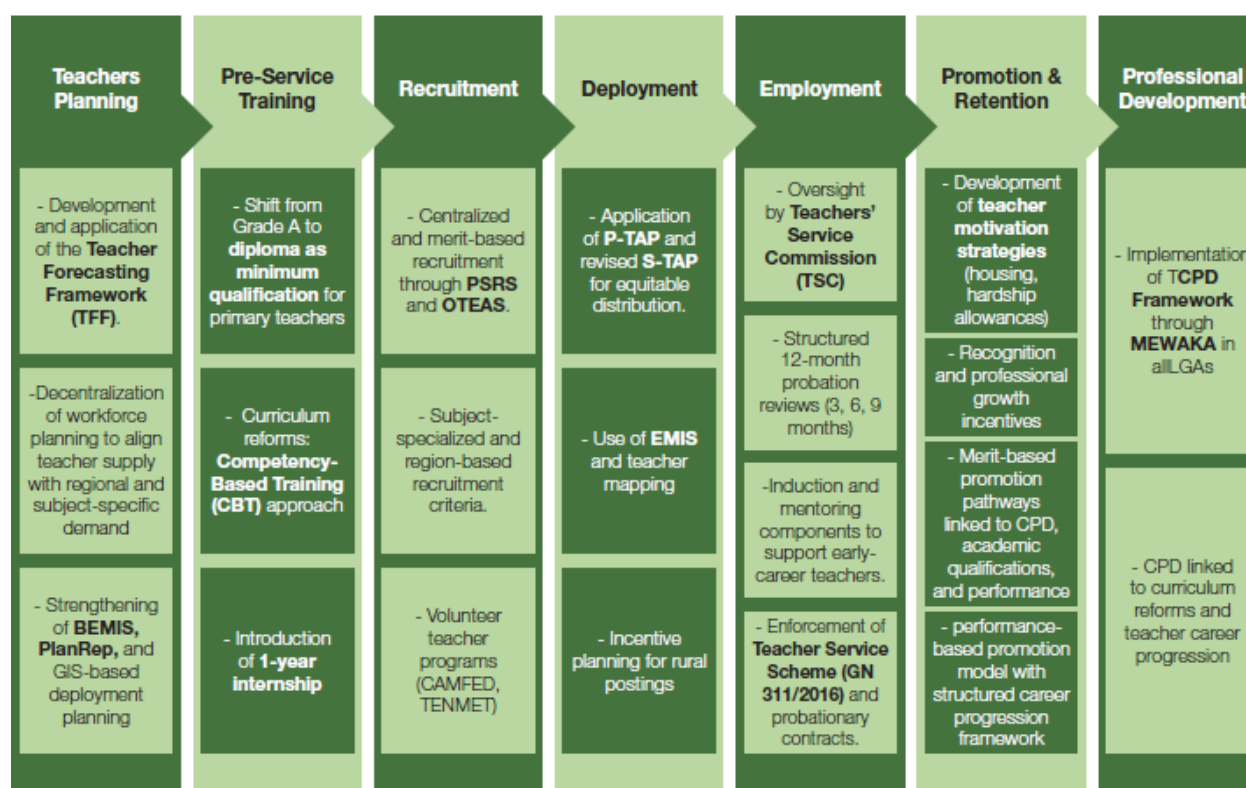


Figure 5: Policy reforms across stages in the teacher life cycle

Complementing these reforms are flagship programs led by the government, which are supported by development partners. Key programs include BOOST, GPE-LANES, HEET, SEQUIP, Partnership Compact, TESP EPforR II, and Shule Bora. Collectively, they support teacher recruitment, deployment protocols (P-TAP, S-TAP), teacher continuous professional development (TCPD), digital systems (TSC-MIS, BEMIS, PEPMIS, PlanRep), pre-service reforms, and equity-based service delivery. Digital platforms are being scaled to support real-time planning, performance tracking, and retirement forecasting. Despite these initiatives, persistent gaps in program coordination, enforcement of deployment standards, financing of TCPD, and cross-sector collaboration remain.

Table 2: Flagship Programs Supporting Reform Implementation

Program	Lead Agency	Focus Areas	Progress
Partnership Compact 2021/22-2025/26	MoEST	Teacher workforce planning, Teacher deployment and utilization, professionalization of teaching, teacher professional development (TCPD), pre-service teacher education reform, education financing and budget efficiency	Institutionalization and Expansion of Teacher Forecasting Framework (TFF) is ongoing; interim scenario adopted for implementation; national teacher supply estimates now inform annual recruitment targets. <i>TAP rollout in progress</i> ; significant disparities persist, especially in rural LGAs; new data-driven approaches being tested. Revised <i>Teacher Professional Standards</i> in place; stronger enforcement of registration/licensing; coordination with TPB improving. MEWAKA implementation ongoing. <i>Reform of diploma curriculum completed</i> ; internship integration pending; quality assurance systems under review. Budget gaps remain; teacher recruitment partially funded; sector

			dialogue highlights need for increased domestic financing.
BOOST (2022–2026)	MoEST + WB	TCPD rollout, foundational learning, LGA performance incentives	Ongoing school based CPD and coaching models in 52 LGAs, PSSP launched; career framework under review
GPE-LANES II (2018–2023)	MoEST + GPE	Early grade literacy, gender equity, and Inclusive teacher training	Completed; informed TCPD design and foundational learning strategy
HEET (2021–2026)	MoEST + WB	University-level teacher education reform and digital infrastructure	Active; teacher colleges receiving ICT upgrades and alignment of TTC curricula with new CBE/21 st -century competencies
SEQUIP (2020–2025)	MoEST + WB	Secondary education expansion, teacher deployment, and STEM focus	Ongoing; supports subject-specific teacher allocation; safe school programs and girls' transition models expanded
TESP (2017–2021)	MoEST + UNESCO	Pre-service teacher education, CPD systems, and institutional management	Closed; contributed to development of TCPD Framework and data systems strengthening
Shule Bora (2021–2027)	MoEST + FCDO	Foundational learning, inclusion, teacher support, school leadership, accountability	Ongoing in 9 regions; builds on EQUIP-T model; emphasizes equity, in-service teacher support, and local education management. supports WEO/DEO capacity, inclusive education, and accountability models
EPforR II (2021–2027)	MoEST + WB + PO-RALG	Teacher allocation, foundational learning outcomes, data-driven planning, inspection	Active; disbursements linked to TFF and TAP; inclusive school audits; multi-hazard resilience and school meals frameworks launched
TSP DSTI (Digital learning)	MoEST	Digital pedagogy, TRC-linked LMS	Ongoing; teaching guides digitized; virtual teaching models piloted

3.4 Enablers and Barriers to the Full Implementation of Policy Reforms

The implementation of teacher workforce reforms in Tanzania is shaped by a combination of structural enablers and persistent barriers across institutional, operational, and technical dimensions. The government of Tanzania has demonstrated strong commitment through strategic policies, institutional frameworks and tools, digital systems, and collaborative mechanisms with development partners and other stakeholders.

Despite this progress, systemic and operational barriers continue to hinder full reform realization. Persistent challenges such as fragmented institutional coordination; financing constraints; misalignment of teacher supply and demand; teacher absenteeism and low retention and motivation; regional and gender disparities; limited capacity in data use; and enforcement continue to undermine reform outcomes.

In response, the government and partners are working on institutional reforms and coordination platforms, workforce planning tools that leverage data, incentive-based recruitment and deployment, decentralization of planning capacity, promotion of gender-responsive policies, capacity building at sub-national levels, and the expansion of teacher volunteer programs through partners such as CAMFED, UNICEF, and TENMET to address critical gaps in staffing and support system-wide reform execution. See **Table 3** and **Annex 2** for more details.

Table 3: Enablers for and Barriers to the Full Implementation of Reforms

Barrier	Enabler	Solution / Initiative	Ownership
Fragmented institutional coordination	National policies, sector plans and legal frameworks	Inter-agency coordination platforms (BOOST, EPforR II) Linking TTC and schools for CPDs	Government-led (MoEST and PO-RALG)
Financing constraints	Development partner support Disbursed linked indicators (DLI)	Results-based financing (EPforR II) Development partner co-financing Repurposing of domestic public financing	Mixed (government and development partner)
Teacher supply-demand mismatch	Teacher Forecasting Framework (TFF) Guideline for volunteer and interns' teachers Revised P-TAP/S-TAP protocols Introduction of 1-year internship	Use of the Teacher Forecasting Framework (TFF) and data-driven tools to estimate teacher demand Data-driven, targeted recruitment to address specific subject-specialisation gaps Alternative pathways to qualification and recruitment 3-6-9-month structured probation performance reviews for mandatory 12-month probation Strengthening BEMIS and use of EMIS for data-driven planning LGA-level training and scenario-based forecasting Structured CPD learning pathways Whole school development plans Incentives for hardship postings	Mixed government (MoEST, TSC and PO-RALG) and development partner (WB, CAMFED, UNICEF, TENMET)
Gender and regional disparities in teacher distribution and retention	Gender-sensitive recruitment and deployment policy	Deployment guidelines (PTAP and STAP) Hardship allowance schemes Incentive guideline Volunteer teacher professionalization (e.g., CAMFED, Shule Bora)	Mixed (gov + DP)
High teacher absenteeism and low retention in remote areas	Targeted incentives and rationalized workloads	Workload rationalization reforms Hardship incentives Mentorship and coaching programs Support for local teacher pathways	Mixed (gov + DP)
Weak support for new teachers, particularly in underserved areas	Institutionalization of teacher support models	Teacher Induction, Mentorship and Coaching (TIMEC) Framework	MoEST / TIE / PO-RALG
Limited access to quality CPD and unequal CPD participation	National TCPD framework and school-based CPD pilots	CPD delivery through MEWAKA Integration of TCPD into teacher performance appraisals	MoEST / PO-RALG

Fragmented deployment and overburdened teachers in some regions	Workload and deployment rationalization mechanisms, TFF	Use of teacher allocation standards and GIS tools; deployment planning linked to classrooms and student-teacher load Combining PTR and class size indicators approach	PO-RALG / TSC
Inequities in teacher qualification, especially in STEM subject and special needs education	Alternative pathways and support programs for unqualified/volunteer teachers	In-service upgrading, recognition of prior learning, & school-based mentoring Community-based teacher support initiatives	Mixed (gov + DP)
Limited CPD funding and weak enforcement	TCPD Framework, MEWAKA	Integrated TCPD guideline (2025) Decentralized school-based CPD delivery (MEWAKA) with Community of learners (CoL) and mentorship support programs, Teacher Resource Centres (TRCs)	Mixed (gov + DP)
Data use capacity gaps	Digital systems (BEMIS, PlanRep, TSC-MIS, OTEAS)	Data system strengthening and interoperability LGA-level training capacity strengthening. Accessible data dashboards with intuitive designs and prompts for real-time decision making Centralised recruitment using digitized recruitment tools; enhanced use of OTEAS	Government with development partner support
One-size-fits-all approaches	Government commitments. National policies, sector plans and defined legal frameworks	Decentralised recruitment approach Subject-based recruitment contracts Subject-based community of learners (CoL)	Mixed (gov + DP)
Limited infrastructure	Government commitment and development partner support	Expanding institutional infrastructures	Mixed (gov + DP)
Bureaucracy and political interference	National policies, sector plans and defined legal frameworks	Improved documentation and support of coherence and alignment across actors and operational frameworks Digitized systems, defined schemes of service, and oversight bodies.	Government

At the policy level, the government has established a strong foundation for teacher planning through frameworks like the Education Sector Development Plan (ESDP 2025/26–2029/30) and the Teacher Forecasting Framework (TFF), backed by EMIS education management information systems platforms such as BEMIS and PlanRep (MoEST, 2025). Ministries and departments are supposed to coordinate teacher workforce planning within budget ceilings as a joint effort with TSC, MoEST, PO-PSMGG, and PO-RALG. However, data fragmentation, limited LGA capacity, and weak alignment between national projections and district-level realities hinder planning effectiveness. Moreover, donor dependency and one-size-fits-all approaches by some programs overlook regional disparities (UNICEF, 2024). KIIs reported that the use of the TFF, disaggregated data, and simulations under ESDP is helping to realign supply projections with contextual needs.

Government support, the revised 2023 Teacher Training Curriculum, and strengthened accreditation by TPB and NACTVET are enabling reforms within pre-service teacher training. However, these reforms face constraints such as underfunded TTCs, inequitable access to training in rural areas, declining enrollment in specialized subjects, and limited tutor preparedness for inclusive education (MoEST, 2023). Solutions include expansion of TTC infrastructure, improved financial planning, curriculum alignment to 21st-century skills, and development partner investment (TESP, GPE).

The TSC Regulations (2016) and digital systems such as OTEAS and PSRS provide procedural clarity and a merit-based foundation for teacher recruitment. Yet, the process remains slow, bureaucratic, and vulnerable to political interference, with many LGAs struggling to match teacher demand with available supply. Recent reforms include decentralization of recruitment to LGAs, mandatory interview processes, and integration of volunteer teacher programs for hard-to-reach areas (PSRS, 2024; MoEST, 2024).

The deployment process benefits from the 2020 Teacher Deployment Guidelines, equity-driven planning, and the use of digital tools to ensure pupil-teacher ratio compliance. However, according to KIIs with PO-RALG officials, regional disparities, reluctance to relocate, and favoritism in placement persist. The government is revisiting its P-TAP/S-TAP mechanisms, increasing hardship allowances, and prioritizing digital platforms to support more efficient and equitable deployment.

Employment practices are legally grounded in the Public Service Act (Cap. 298), TSC Act (2015), and Teachers' Service Scheme (GN 311/2016). TSC is implementing a 12-month probation system, but delays in employment confirmation, weak induction programs, and prolonged temporary contracts impact morale. The TIMEC framework for teacher induction and coaching is under development, with support from TESP and TCPD for structured roll-out (MoEST, 2024).

Promotion is governed by TSC promotion guidelines, vacancy audits, and performance-linked progression. Yet, application is inconsistent, with political interference, bureaucratic delays, and limited opportunities for rural teachers. Solutions include formalization of merit-based promotion pathways, integration of CPD achievements into reward systems, and housing and incentive schemes under programs like SEQUIP and FFBEP to retain teachers in hardship areas (Teachers' Service Commission, 2016; MoEST, 2025).

The National Framework for Teacher Continuous Professional Development (NF-TCPD) provides a structural roadmap for school-based and cluster-level CPD. MEWAKA has operationalized TCPD in all LGAs, supported by BOOST, Shule Bora, and GPE. Still, CPD remains non-mandatory, underfunded, and often donor-dependent, with low uptake in remote areas and poor digital infrastructure. The rollout of the integrated TCPD guideline (expected mid-2025) aims to address these inconsistencies and expand secondary-level teacher training (MoEST, 2020; MoEST, 2021; GPE, 2023).

3.5 Data Systems and Metrics

Effective teacher workforce planning and management in Tanzania increasingly depends on the availability, quality, and utilization of integrated education data systems. These systems provide the backbone for decision-making across the teacher life cycle—from planning and recruitment to deployment, professional development, promotion, and retirement.

At the national level, several digital platforms and management information systems have been developed and institutionalized. These include the Basic Education Management Information System (BEMIS), which captures data on school infrastructure, enrollment, and teacher deployment; PlanRep, a decentralized planning and budgeting tool for LGAs; and the Online Teacher Employment Application System (OTEAS), which manages teacher application and recruitment processes (MoEST, 2025; PO-RALG, 2022). Complementing these systems is the Teacher Forecasting Framework (TFF), launched by MoEST in 2024, which uses demographic and education trend data to project teacher demand and supply by level, subject, and region (MoEST, 2024). These platforms are central to capturing and analyzing data related to teacher supply, subject specialization, deployment patterns, professional development, and retirement projections.

Further supporting teacher management is the TSC Management Information System (TSC MIS), developed by the Teachers' Service Commission. According to KIs with TSC officials, the TSC MIS is currently undergoing integration with BEMIS and other sectoral platforms, but its implementation is constrained by financial limitations, backlog in digitizing historical teacher records, and limited ICT infrastructure and user awareness, particularly at school and ward levels. Head teachers and ICT champions are not yet fully trained or engaged in using the system effectively for workforce monitoring and updates.

Similarly, the Tanzania Institute of Education (TIE) has developed a web-based learning management system to support content delivery and digital learning. However, KIs reveal that the system lacks robust usage analytics and connectivity to the TCPD framework, limiting its utility for monitoring participation in CPD activities. Currently, data on teacher attendance in TCPD sessions is collected manually by head teachers and shared with LGAs and TCPD Coordinators, which undermines efforts to build a comprehensive, real-time professional development database.

Despite these innovations, KIs reported that data utilization across the system remains uneven and under-optimized. Many LGAs lack the technical capacity and human resources to analyze and act on available data. This leads to inefficient teacher deployment, unresponsive recruitment cycles, delays in promotion processing, and inconsistent access to CPD. Furthermore, the fragmentation of systems—with limited interoperability between TSC MIS, TCPDIS, PlanRep, and BEMIS—makes it difficult to track teacher movement, performance, and attrition in a timely manner.

To address these challenges, the government is investing in data system harmonization and digital capacity building through reform programs such as MEWAKA, EPforR-II, and BOOST. These initiatives aim to improve real-time dashboard functionality, enhance system interoperability, and train LGA officials and school leaders in data analysis for strategic workforce management (World Bank, 2021; MoEST, 2021). Emphasis is also being placed on building feedback loops between schools, districts, and national agencies, and integrating teacher performance data with CPD tracking and deployment decisions.

Moreover, KIs revealed that disbursement-linked indicators (DLIs) are playing a catalytic role in driving improvements in teacher workforce planning and management in Tanzania. As part of results-based financing agreements with development partners, DLIs have created strong incentives for the government to implement key reforms across the teacher life cycle. These include operationalizing the Teacher Forecasting Framework (TFF), institutionalizing the Teacher Continuous Professional Development (TCPD) model, strengthening teacher deployment protocols, and improving data systems. By linking financial disbursements to measurable progress, DLIs have enhanced

accountability, accelerated policy implementation, and promoted greater inter-agency coordination to address systemic challenges in teacher supply, distribution, and professional growth.

Moving forward, strengthening digital infrastructure, investing in human capacity, and aligning systems under a unified digital governance strategy remain essential to ensuring that data systems can fulfill their promise. Prioritizing interoperability, accountability, and local-level ownership of data use will be key to realizing efficient, equitable, and evidence-based teacher workforce planning and management.

Box 7: Insights from health workforce management in Tanzania: Tanzania’s health sector offers domestic examples of effective workforce management. KIs with government officials reported that the health sector has shown relatively strong workforce planning through the use of HRHIS (Human Resource for Health Information System) (IHI, Ministry of Health, 2025). This system supports comprehensive planning, deployment, and supervision of health workers, enabling improved coordination between central and sub-national levels. Government officials interviewed noted that the health sector’s clear data flows, centralized oversight, and systematic mentoring programs could be adapted to inform teacher workforce practices—particularly in rural deployment and CPD management. Adapting these practices to the education sector—particularly in areas like teacher registration, deployment, and retention monitoring—could improve system efficiency and equity.

3.6 Data and Evidence Gap

While Tanzania has made notable progress in building data systems to support teacher planning and management, significant gaps in data quality, completeness, and data use continue to undermine effective decision-making across the teacher life cycle (see **Annex 1**).

3.6.1 Gaps in Routine Administrative Data

Despite the presence of structured information systems, routine data used in teacher planning, deployment, and monitoring remains incomplete, fragmented, or outdated in key areas. For example:

1. **Disaggregation gaps:** Most administrative datasets do not routinely capture data disaggregated by subject specialization, gender, disability status, or geographic location. This hampers the ability to monitor equity in recruitment and deployment, or to address subject-specific teacher shortages effectively (UNICEF, 2024).
2. **CPD tracking and reporting:** There is no national, real-time dashboard for tracking individual teacher participation in continuous professional development (CPD). Current data collection is manual—typically coordinated by head teachers and LGA TCPD Coordinators—and is prone to inaccuracies and delays (MoEST, 2021).
3. **Attrition, absenteeism, and transfers:** Routine systems such as BEMIS and TSC-MIS do not provide timely or complete data on teacher attrition, mobility, or absenteeism, making it difficult to support succession planning or forecast replacement needs effectively (TSC, 2023).
4. **Deployment decision-making and P-TAP/S-TAP protocols:** KIs revealed that decision-makers at national, district, and regional levels do not have access to fully reliable or updated data to support the implementation of the primary and secondary teacher allocation protocols (P-TAP and S-TAP). Officials emphasized the need

for data on teacher qualifications, current teaching locations, subject specialization, gender, disability status, and CPD profiles to implement deployment strategies effectively and equitably.

5. **Lack of geospatial and infrastructure mapping:** Teacher distribution data is not routinely overlaid with geospatial information or indicators such as housing availability, transport access, or classroom infrastructure—limiting strategic deployment in underserved areas. This limits the ability to strategically align deployment decisions with infrastructure, language of instruction, or multi-grade teaching needs in underserved areas.
6. **Backlog, integration delays, and underutilisation of existing platforms:** Systems like TSC-MIS and PlanRep are still in various stages of integration and rollout. Officials cited backlogs in digitizing historical teacher records, infrastructure limitations, and low awareness among school leaders, particularly in rural areas, as barriers to data use (TSC, 2023; PO-RALG, 2022).

3.6.2 Gaps in Research and Evidence

In addition to system-level data challenges, empirical research and evaluation evidence remain limited or outdated across several domains critical to teacher workforce reform:

1. **Teacher well-being and psychosocial stress:** Mental health issues, especially among newly deployed teachers due to high expectations, are widely reported but under researched. These issues likely contribute to the underperformance and attrition rates. KIs with TSC officials highlighted growing mental health challenges among teachers, particularly young and newly appointed teachers, many of whom struggle with harsh living conditions, high workload, unrealistic expectations, and personal financial stress (e.g., loan burdens). Despite its significance, the impact of teacher mental health on attrition, absenteeism, classroom performance, and student learning outcomes is not well researched. There is a critical need for studies exploring the psychosocial well-being of teachers and its influence on teacher management, teaching quality, motivation, and learner outcomes.
2. **Outcome and effectiveness of deployment protocols (e.g., P-TAP, S-TAP):** There is little evidence available on whether current deployment strategies are improving equity, minimizing vacancy duration, or retaining teachers in hard-to-reach areas.
3. **Cost of training and return on investment:** Updated estimates of pre-service training costs and long-term impact on teacher retention or classroom performance are missing from recent sector reviews (PER, 2024).
4. **Teacher workload and conditions:** Few recent studies examine teacher workloads, classroom time-on-task, or the real demands placed on teachers in different school contexts. This constrains the ability to design supportive deployment and workload balancing strategies.
5. **Impact of CPD models:** While programs such as Shule Bora and BOOST have supported school-based CPD, systematic evaluations of CPD effectiveness on teaching quality, learning outcomes, or teacher motivation remain limited (MoEST, 2021; GPE, 2023).
6. **Volunteer and paraprofessional teacher effectiveness:** There is a growing reliance on volunteer and paraprofessional teachers—especially in remote areas—but there is no national evidence base on their effectiveness, integration pathways, or long-term sustainability.

7. **Promotion, performance appraisal, and motivation:** There is a lack of studies assessing how current promotion guidelines, appraisal tools (e.g., OPRAS, TPAD), or professional conduct regulations influence teacher morale, school-level performance, or long-term retention.
8. **Exit and retirement processes:** Little is known about the efficiency of retirement processing, teacher exit trends, or the impact of early retirements on staffing projections.
9. **Mismatch in demand vs. policy allocation:** Local-level officials reported that centrally generated allocation targets often conflict with locally identified needs, due to demographic shifts, local demands, and teacher preferences—issues that are underexplored in current research.

4 CONCLUSION

Tanzania has made meaningful progress in establishing a comprehensive policy and institutional framework for teacher workforce planning and management. Key initiatives—including the Teacher Forecasting Framework (TFF), the National Framework for Teacher Continuous Professional Development (TCPD), and formalized teacher recruitment and deployment protocols—demonstrate a growing commitment to evidence-based and equity-oriented reform.

However, critical implementation challenges remain across the teacher life cycle. These include fragmented institutional mandates between MoEST, PO-RALG, TSC, TTPB, and PSRS; inequitable teacher deployment, particularly in rural and underserved regions; limited CPD coverage and enforceability, especially for secondary-level teachers; and insufficient capacity for real-time data use in planning and management. Despite investments in systems such as Mwalimu data lake, BEMIS, TSC-MIS, and PlanRep, interoperability and local-level utilization remain weak, constraining effective decision-making and timely resource allocation.

Importantly, ongoing structural and competency-based curriculum (CBC) reforms are placing new and urgent demands on the teacher workforce. The introduction of the 1+6+4+2/3+3 education structure, alongside the implementation of a competency-based curriculum, requires not only an expansion in teacher numbers but also a significant upgrade in teacher qualifications, subject specialization, pedagogical skills and materials. These reforms have intensified the need for teachers trained in early childhood education, STEM, life skills, and language instruction, and necessitate stronger systems for induction, professional development, and career progression. Without parallel investment in teacher preparation and support, the ambition of curriculum reform risks being undermined by workforce readiness gaps.

Crucially, an inclusive teacher workforce—responsive to learners' diverse needs—is increasingly recognized as a cornerstone of equitable education. Reforms such as the Teacher Incentivization Guide (TIG), special needs education scholarship programs, and development of inclusive school standards are promising steps, but must be scaled and institutionalized. Deliberate policies to recruit, retain, and support teachers with disabilities, female teachers in remote areas, and SNE-qualified personnel are essential to achieving universal learning outcomes.

Comparative insights from countries such as Kenya, Rwanda, Ghana, and Nigeria illustrate that integrated, digitally enabled, and decentralized workforce management—anchored in career-stage CPD and performance-linked promotion systems—can lead to more responsive and sustainable teacher reforms. Within Tanzania, the health sector offers domestic inspiration, similar lessons can be drawn from the health sector's workforce planning practices, where

centralized data governance and local accountability have yielded stronger alignment between service needs and personnel management.

4.1 Key Takeaways

4.1.1.1 *Tanzania's teacher workforce system is policy-rich but challenges to implementation at scale persist.*

Tanzania has developed strong frameworks—including the Teacher Forecasting Framework (TFF), TCPD model, and structured deployment protocols—but these are underutilised due to fragmented institutional mandates, weak inter-agency coordination, and limited operational capacity at sub-national levels.

4.1.1.2 *Curriculum and structural reforms have significantly increased demand for qualified, well-deployed teachers.*

The rollout of the new competency-based curriculum and expansion of the 1+6+4+2/3+3 education structure have created urgent system-wide demands for teachers in early childhood, STEM, and life skills—yet the current supply and deployment mechanisms remain misaligned with these needs.

4.1.1.3 *Tanzania's teacher production system is misaligned with demand—especially in subject specialization and geography.*

Despite producing more than 11,000 teachers annually, critical shortages persist in science, mathematics, English, and rural schools, while oversupply continues in humanities. This reflects weak linkage between TTC intake, labor market forecasts, and deployment data.

4.1.1.4 *More than 95% of education budgets are consumed by teacher salaries, leaving little room to improve teacher quality.*

While teachers account for the largest share of education financing, limited fiscal space exists for investments in CPD, infrastructure, or digital systems. Strategic budget reforms are needed to align investment with workforce development priorities.

4.1.1.5 *High-level political will exists, but data and systems must be strengthened to unlock the potential of workforce reforms.*

Successful teacher management depends not only on new policies but also on integrated, real-time data systems like BEMIS and TSC-MIS, and stronger district-level capacity to plan, deploy, mentor, and retain teachers equitably.

4.2 Priority Recommendations for Teacher Workforce Planning and Management in Tanzania

To sustain momentum and realize the full impact of ongoing education workforce reforms, Tanzania must urgently address persistent gaps in teacher planning and management. The following recommendations build on national policy priorities, integrate stakeholder reflections from consultative dialogues, and reflect regional best practices. The specific recommendations in Table 4 outline interventions for teacher workforce planning and management across the teacher life cycle, categorized by priority level and feasibility based on existing institutional readiness, political traction, and resource requirements.

Overall recommendations:

1. Clarify and strengthen institutional coordination and accountability.

- Establish a high-level inter-ministerial taskforce or coordination platform to harmonize teacher workforce roles across MoEST, PO-RALG, TSC, TTPB, and PO-PSMGG.

2. Harmonize the mandates and roles of various agencies and actors to reduce overlap, especially for recruitment, deployment, and professional development.

- Ensure all workforce policies (e.g., TAP, TCPD) have time-bound, costed implementation plans, clear roles, and communication strategies at national and LGA levels.

3. Align pre-service training supply with forecasted demand.

- Integrate TFF projections into national teacher education planning by setting annual subject-specific and regional intake quotas.
- Strengthen regulatory alignment between MoEST, TCU, and NACTVET, ensuring TTCs and universities respond to real classroom needs.
- Introduce incentive-based quotas for SNE, PPE, STEM, and Kiswahili/English language specializations—particularly for female and remote rural workforce.

4. Enhance and integrate teacher workforce data systems.

- Ensure full interoperability of school information systems (SIS), TSC-MIS, BEMIS, OTEAS, and PlanRep through a unified Mwalimu Data lake system.
- Track teacher attrition, transfers, CPD, disability, and subject specialization in real time to support smarter deployment and training decisions.
- Build LGA and school-level capacity for data use through targeted training and dashboards.

5. Enhance equitable recruitment and retention in hard-to-staff areas.

- Operationalize the Teacher Incentivization Guide (TIG), with housing, hardship allowances, and career incentives for rural and high-shortage subject areas (e.g., STEM, PPE, Business Studies).
- Institutionalize and monitor structured 12-month probation and induction (under TIMEC), with strong mentorship and performance-linked confirmation.
- Expand volunteer and internship programs using the new guidelines, ensuring quality assurance and eventual formal absorption.

6. Ensure sustainable financing.

- Close workforce financing gaps by aligning TFF cost scenarios with MTEF ceilings and advocating for education prioritization in national budgets.
- Expand results-based financing instruments (such as DLIs under EPforR II) to incentivize timely hiring, CPD participation, and data submission compliance.
- Mobilize external financing to support infrastructure expansion, digital systems, and SNE-specific workforce development.
- Review current practice for cost-effectiveness.

7. Improve deployment and workload optimization.

- Enforce adherence to P-TAP and S-TAP protocols, ensuring deployment is based on updated norms and local vacancy audits.
- Strengthen LGA and school management capacity for equitable workload distribution, considering multi-grade teaching, subject balance, and female teacher safety.

8. Leverage innovation and technology.

- Use education technology to support teaching in high-shortage subjects and large classrooms, especially in remote areas.
- Promote distance-based teacher education models and digital CPD to expand reach cost-effectively.
- Institutionalize the Integrated TCPD Guideline with school-based delivery, digital content, and CPD tracking tools (via MEWAKA, TRCs, CoLs, ELMS).
- Scale up virtual learning platforms for pre-service, CPD, and mentorship—especially for rural and part-time teachers.
- Use digital planning tools to simulate demand scenarios and guide timely workforce planning decisions at all levels.

9. Institutionalize an inclusive education workforce strategy.

- Expand affirmative recruitment and training pathways for teachers with disabilities, including adaptations to teacher education curricula and deployment accommodations.
- Scale up the SNE Scholarship Program, ensure gender-sensitive rural deployment policies, and increase female teacher leadership in underserved areas.
- Integrate inclusion modules into CPD, and ensure teacher data systems capture disability, gender, and geographic status.

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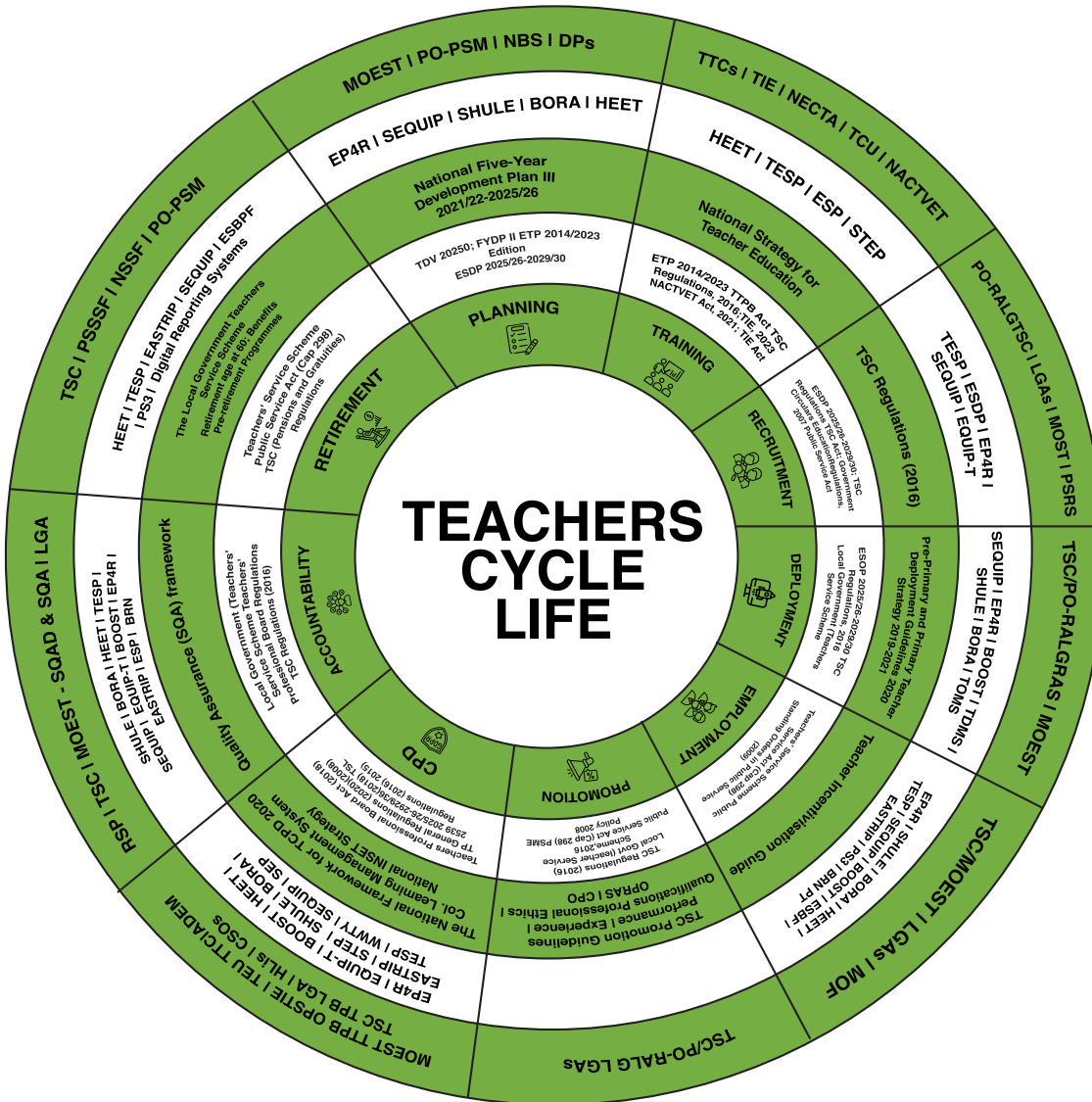
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6 ANNEXES

Annex 1: Mapping Teacher Life Cycle



Annex 2: Policy Actors in TLC

Policy Actor	Category	Overall Roles in the TLC
Ministry of Education, Science and Technology (MOEST)	Ministry	It oversees teacher education, policy formulation, Planning and quality assurance at all education levels. It ensures teacher training, professional development, and career progression while setting standards for curriculum implementation, recruitment, assessments, and overall education system improvement in Tanzania
President's Office, Regional Administration and Local Government (PO-RALG)	Ministry	It oversees the implementation of education policies at the local level, ensuring teacher recruitment, deployment, and supervision. It supports professional development, monitors school performance, and enhances education service delivery through Regional and Local Government Authorities in Tanzania.
President's Office, Public Service Management and Good Governance (PO-PSMGG)	Ministry	It supports teacher retention and service delivery in Tanzania. Ensures efficient teacher recruitment, professional development, and welfare. It enforces policies on salaries, promotions, and ethical standards while overseeing public sector reforms and digital records management.
Ministry of Information Communication, and Information Technology.	Ministry	Promotes digital learning, ICT integration in education, and efficient communication systems. It supports e-learning platforms, teacher capacity-building in ICT, and digital records management, improving education access, delivery, and administration in Tanzania.
Prime Minister's Office Labour, Youth, Employment and Persons with Disability	Ministry	It ensures fair employment policies, labor rights, and inclusive opportunities for teachers, including those with disabilities. It oversees teacher labor relations, workplace safety, and professional development, promoting equity, job security, and adherence to labor laws in Tanzania's education sector.
Ministry of Community Development, Gender, Women and Special Groups,	Ministry	It promotes gender equality, inclusivity, and the welfare of teachers, especially women and special groups. It advocates for safe and supportive working environments, policies on gender equity in education, and community involvement in teacher development across Tanzania.
Ministry of Health	Ministry	It promotes teachers' productivity and retention through health policies and wellness initiatives in Tanzania. It supports teachers' well-being by ensuring access to healthcare services, promoting school health programs, and advocating for mental health and occupational safety.
Ministry of Water	Ministry	It ensures access to clean and safe water in schools, promoting a healthy learning and working environment for teachers. It supports hygiene and sanitation initiatives, improving teacher well-being and overall school conditions in Tanzania.
Ministry of Finance and Planning (MoFP)	Ministry	Allocates funding for teacher salaries, training, and school resources, ensuring sustainable education financing. It supports teacher recruitment, professional development, and infrastructure improvements, contributing to a well-equipped and motivated teaching workforce in Tanzania

Office of Commissioner for Education	Division	It oversees teacher education policies, curriculum standards, and quality assurance. It ensures effective teacher training, professional development, and compliance with education regulations to enhance teaching quality in Tanzania. The office also manages semi-autonomous agencies, including the Tanzania Library Services Board (TLSB), the National Examinations Council of Tanzania (NECTA), the Institute of Adult Education (IAE), the Agency for the Development of Educational Management (ADEM), and the Tanzania Institute of Education (TIE), ensuring alignment with national educational goals.
Schools Quality Assurance Division	Division	It ensures adherence to education policies, standards, and regulations. It monitors teaching quality, provides feedback for professional development, and supports continuous improvement in teacher performance and school effectiveness in Tanzania.
Higher Education Division	Division	It oversees teacher training at the university level, ensuring adherence to policies, standards, and quality assurance. It supports professional growth, research, and capacity building, shaping a highly qualified teaching workforce in Tanzania. Also oversees the operations of the Higher Education Student Loan Board (HESLB), Tanzania Commission for Universities (TCU), Tanzania Education Authority (TEA), and 19 public universities and their constituent colleges.
Division for Education Administration	Division	oversees the implementation of education policies, planning, and coordination. It ensures effective teacher management, professional development, and compliance with national education standards to enhance teaching quality in Tanzania.
Teachers Service Commission (TSC)	Institution/Agency	An authority responsible for maintaining and administering the Teachers' service appointment, promotion and teachers' discipline, ensuring equitable deployment and distribution of teachers among and within local governments and schools, and maintaining a register and records of all teachers who are in the service
Regional Secretariat: Regional Education Officers (REOs)	Institution/Agency	Coordinate, supervise, and monitor ESDP implementation at the regional level. They develop regional action plans, oversee execution at LGAs, wards, and schools, conduct follow-up meetings with key stakeholders, and compile progress reports for PO-RALG.
Local Government Authorities (LGA): District Education Officers (DEOs)	Institution/Agency	REOs coordinate, supervise, and monitor education policies at the regional level. They support teacher deployment, professional development, and school performance, ensuring effective implementation of education programs in Tanzania.
Tanzania Institute of Education (TIE)	Institution/Agency	Plays a key role in curriculum development, teacher training materials, and instructional guidelines. It enhances teaching quality by providing resources, professional development support, and ensuring the alignment of education content with national standards in Tanzania.
National Examinations Council of Tanzania (NECTA)	Institution/Agency	Oversees national examinations, assessment standards, and certification, guiding teachers in curriculum delivery and student evaluation. It influences teaching quality by setting benchmarks, ensuring fair assessments, and providing feedback for educational improvement in Tanzania
Agency for the Development of Educational Management (ADEM)	Institution/Agency	It enhances teacher leadership and management skills through training and capacity-building programs. It supports professional growth, strengthens school administration, and ensures effective education management in Tanzania.
Teacher Training Colleges (TTCs)	Institution/Agency	Play a crucial role in preparing and equipping teachers with essential pedagogical skills, subject knowledge, and professional ethics. They provide foundational training, continuous professional development, and practical teaching experience, ensuring a competent and well-qualified teaching workforce in Tanzania.

Tanzania Commission for Universities (TCU)	Institution/Agency	TCU regulates university education, ensuring quality teacher training programs. It sets accreditation standards, monitors compliance, and supports higher education policies that shape the development of well-qualified teachers in Tanzania.
Universities	Institution/Agency	Play a key role in preparing and developing teachers through degree programs, research, and professional training. They ensure quality education, equip teachers with pedagogical skills, and support continuous professional growth, contributing to a competent teaching workforce in Tanzania.
Management Team (SMT) & School Committees/Boards (SCs/SBs)	Office	SMTs and SCs/SBs oversee school administration, ensuring quality teaching, resource management, and adherence to education policies. They support teacher supervision, professional development, and the creation of a conducive teaching and learning environment in Tanzania.
Ward Education Officers (WEOs)	Officials	Oversee education implementation at the ward level, supporting teacher performance, professional development, and compliance with educational policies. They monitor school activities, provide guidance to teachers, and ensure effective implementation of education programs within their communities in Tanzania.
Tanzania Teachers Union (TTU)	Trade Union	It advocates for teachers' rights, fair salaries, and better working conditions. It supports professional development, promotes job security, and ensures teachers' welfare by engaging in policy dialogues and labor negotiations to enhance the teaching profession in Tanzania.
Development Partners (DPs)	Interest groups	They support teacher training, curriculum development, and education reforms through funding, technical assistance, and policy advocacy. They enhance professional development, improve learning resources, and strengthen education systems to ensure quality teaching in Tanzania.
Civil Society Development (CSOs)	Interest groups	They support teacher development through advocacy, capacity-building programs, and policy influence. They promote quality education, enhance teacher welfare, and provide resources for professional growth, ensuring a supportive teaching environment in Tanzania.
Private sector	Interest groups	It supports teacher development through investment in education infrastructure, training programs/collages, and digital learning solutions. It provides employment opportunities, promotes innovation in teaching methods, and enhances access to quality education resources in Tanzania.

Annex 3: Specific Recommendations across Teacher Life Cycle

Life Cycle Stage	Recommendations	Priority	Feasibility	Rationale / Notes
1. Workforce Planning	Support improvement of Teacher Forecasting Framework (TFF) and institutionalize its use in MoFP budget cycles and teacher recruitment quotas.	High	Feasible	Builds on existing TFF tool and MoEST capacity. Requires MoFP collaboration.
	Integrate workforce planning into LGA PlanRep templates with enforcement.	Medium	Feasible	Leverages existing PlanRep platform but requires policy alignment.
	Research and teacher workforce planning	High	Feasible	Critical to rationalize teacher allocation, but requires robust data systems and cross-sector coordination, which currently face funding and structural gaps.
	Improve capacity of district education offices in data analysis for planning.	Medium	Not Feasible	Requires sustained training, HR allocation, and incentive mechanisms.
	System strengthening-TSCMIS improvements	High	Feasible	Improves the functionality of TSCMIS and real-time access to data; essential for data driven planning using digital transformation of teacher services.
2. Pre-Service Training	Align TTC intake with TFF projections and subject demand (especially STEM, PPE).	High	Feasible	Can be achieved through policy directive to NACTVET and TTCs.
	Expand TTC infrastructure in underserved regions.	Medium	Not Feasible	High capital requirement and long-term timeline.
	Embed practicum and induction into pre-service curricula.	High	Feasible	Supported by curriculum reform momentum.
3. Recruitment & Appointment	Streamline digital recruitment through full integration of BEMIS, OTEAS and PSRS with TSC-MIS.	High	Feasible	Supported by ongoing system integration efforts.
	Develop and enforce standardized recruitment timelines and protocols across LGAs.	Medium	Feasible	Requires ministerial coordination and policy enforcement.
	Introduce recruitment preference matching (teacher preferences + LGA needs).	Low	Not Feasible	Technically complex and politically sensitive.
	Institutionalize cross-sector consultation between MoEST, PO-RALG, PO-PSMGG, PSRS, and TSC to guide teacher recruitment based on forecasting data.	Medium	Not Feasible	Technically complex and politically sensitive.
	Enforce P-TAP/S-TAP protocols using real-time deployment dashboards.	High	Feasible	Aligned with BEMIS and TSC-MIS integration goals.

4. Deployment	Introduce digital geospatial planning for equitable teacher allocation.	Medium	Not Feasible	Requires GIS infrastructure and training.
	Formalize guidelines for use of volunteer/paraprofessional teachers.	High	Feasible	Drafts exist; only require finalization and endorsement.
5. Employment & Induction	Finalize and scale up the Teacher Induction, Mentorship, and Coaching (TIMEC) framework.	High	Feasible	Supported by TESP, TCPD; ready for rollout.
	Digitalization of teachers' files. Address probation backlog and automate confirmation workflows.	Medium	Feasible	Enables integrated teacher records for faster service delivery, improves disaster recovery and inter-agency access. Requires TSC-MIS upgrade and PO-RALG coordination.
	Conduct research on psychosocial well-being of teachers.	High	Feasible	Have TSCs interest.
	Teacher awareness on scheme of service.	Medium	Feasible	Helps reduce grievances and inefficiencies in claims processing; can be integrated into existing induction and CPD programs.
6. Promotion & Retention	Link promotion criteria to CPD participation and performance.	High	Feasible	Supported by TCPD reforms and TSC interest.
	Establish rural hardship packages (housing, salary top-ups, CPD access).	Medium	Not Feasible	High cost and potential resistance from budget authorities.
	Finalize and formalize use of incentive guidelines.	High	Feasible	Drafts exist; only require finalization and endorsement. Supported by Shule Bora program.
	Introduce fast-track promotion pathways for teachers in priority subjects.	Medium	Feasible	Requires political will and policy updates.
7. Professional Development	Endorse and implement integrated TCPD guideline (2025), covering all education levels.	High	Feasible	Under review; broad support from stakeholders.
	Digitize CPD tracking at LGA and school levels.	Medium	Not Feasible	Requires new digital platforms and sustained funding.
	Establish teacher learning communities with mentoring responsibilities.	Low	Feasible	Pilots exist, but uptake remains voluntary and uneven.
	Advocate for legally mandate time allocation for TCPD.	Medium	Feasible	Requires policy update; has government and stakeholder interest.
8. Performance Management	Operationalize TPAD and integrate with PEPMIS and CPD systems.	High	Feasible	Technically possible; requires accountability incentives.
	Conduct national study on teacher workload, appraisal outcomes, and morale.	Medium	Feasible	Inform reform of appraisal systems and promotion design.

9. Retirement & Exit	Digitize teacher exit tracking and pension processing systems.	Medium	Feasible	Supports TSC and PO-PSMGG planning.
	Develop re-engagement pathways for retired teachers as mentors.	Low	Feasible	Useful for CPD expansion, especially in rural areas.

