TANZANIA

WORKFORCE DEVELOPMENT

Policy Goals   Status

1. Strategic Framework

Senior government and business leaders increasingly advocate for attention to workforce development (WfD) as part of Tanzania's economic development strategy. Advocacy at the apex level has not consistently led to greater coordination among relevant government bodies, and fragmentation remains at the policy and program levels. Government engagement with employers and nonstate stakeholders for shaping and implementing WfD initiatives occurs but is largely ad hoc and has yet to translate into substantial and sustained collaboration.

Emerging

2. System Oversight

Budgeting practices for WfD is do little to incentivize performance among the preemployment technical and vocational education and training (TVET) providers and provide little support for those already in the workforce. Efforts have been made to build a robust quality assurance system. Regulators are actively engaged in setting standards and developing curriculum, although the quality of products has not always been high, and the coverage and enforcement of training standards has been inconsistent. The existence of two regulatory agencies for TVET impedes uniform regulation and creates incoherence at the provider level. Creation of vocational qualifications framework has facilitated recognition of previous formal coursework and progression to further studies, but efforts to harmonize this framework with a similar one for general education have stalled. Tanzania has not put in place procedures for recognition of the skills held by many Tanzanians who work and study in the informal economy.

Emerging

3. Service Delivery

A diversity of nonstate providers are active in the training market, but some fall outside government oversight. For those that are regulated, registration and accreditation provide some level of quality assurance. Requirements focus primarily on basic reporting and meeting minimum standard for inputs such as facilities, curriculum, and staff. Government-run institutions struggle to recruit and develop candidates with the practical skills and industry experience needed of high-quality TVET trainers. Collection management and use of provider-level data on inputs and outcomes is a weak point in the system. As a result, data are not intensively used to identify opportunities for resource optimization or to measure the impact of programs on employment.

Emerging

Systems Approach for Better Education Results

WORLD BANK GROUP

Contents

Figures

Tables

Executive Summary

This report presents the findings of an assessment of Tanzania's workforce development (WfD) system based on the World Bank's Systems Approach for Better Education Results (SABER) WfD systems benchmarking tool. The focus is on policies, institutions, and practices in three important system dimensions: strategic framework, system oversight, and service delivery.[1] By systematically benchmarking the state of policies and practices across these three dimensions, this report aims to inform dialogue on important WfD system reforms by situating current policies and institutional performance against global good practices.

Summary of Results for the Strategic Framework Dimension

Tanzania received an overall rating of **Emerging** (2 on a four-point scale) for this dimension. The government leaders have articulated a vision for WfD aligned to national development goals. This has not yet resulted in a coordinated strategy for WfD across line ministries. WfD planning remains largely in siloes, with the Ministry of Education and Vocational Training and the Ministry of Labour and Employment working largely independently. As a result, government ministries do not coordinate consistently in setting and implementing policy, and regulatory agencies have overlapping mandates. Coordination between ministries and nongovernment WfD stakeholders is limited. This takes place through ad hoc mechanisms, because nongovernment stakeholders do not have legally defined roles and responsibilities. Limited opportunity for business input into planning and a relative scarcity of regular forward-looking analysis on the skills implications for Tanzania's develop trajectory mean that WfD planning may not be adequately sensitive to trends in the skills needs of the Tanzanian economy.

Potential Next Steps to Strengthen the Strategic Framework

Creating an apex-level WfD body to formalize roles at the leadership level for coordination of WfD analysis and policy implementation would help empower ministry staff to work across traditional hierarchies to coordinate strategic priorities, mobilize government resources, and ensure implementation follow-through. The experience of countries such as Australia, India, and Ireland show the benefits of robust private sector participation in such a body to incorporate the views of employers and facilitate increased cooperation with government at all levels.

The importance of such employer participation to creating a demand-led system is such that the government should *provide formal support for employers to contribute to shaping and implementing WfD policies at the leadership, sector, and provider levels.* Examples of limited informal cooperation between government agencies, public training providers, and employers are plentiful. However, many employers do not engage with the system at all. A substantial expansion in access to training to meet future demand for medium and highly skilled workers will require employer partnerships in setting priorities and ensuring that training meets labor market needs if government investments are to yield their desired impact.

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[1] Additional details on the analytical framework are available at http://saber.worldbank.org/index.cfm?indx=8&pd=7&sub=0. The framework provides the metrics against which Tanzania was assessed and has been developed based on detailed analysis of the practices of a range of highly successful countries as well as a review of the technical literature. Results for other countries that have implemented the SABER-WfD assessment are available on the SABER website.

Summary of Results for the System Oversight Dimension

Tanzania received an overall rating of **Emerging** (2) for this dimension. This rating balances relative weakness with respect to funding for access and efficiency with relative strength in setting standards for quality assurance and awards. Annual budgeting practices for preemployment technical and vocational education and training (TVET) do little to promote increasing efficiency or equity. Public support for continuing vocational education and training (CVET) and active labor market programs (ALMPs) that support those at the fringes of the labor market is small and uncoordinated, leaving many already in the labor market without access to formal training opportunities. The practice of reviewing the impact of funding on the beneficiaries of training programs to increase value for money in training and improving outcomes has yet to become regular. With respect to standards for quality assurance, Tanzania has made considerable progress in developing competency standards and establishing qualifications frameworks. However, enforcement of standards for accreditation is inconsistent, and program standards are not always updated on a schedule that lets them keep pace with evolving industry needs. The presence of clear standards and a qualifications framework nonetheless helps facilitate student progression through the formal training system. However, this benefit does not extend to those outside the somewhat small formal system.

Potential Next Steps to Strengthen System Oversight

Developing a demand-led, transparent, and sustainable system for TVET financing is necessary to enable the expansion of TVET provision that will be required by Tanzania's economic develop plans. Efforts to increase the degree to which the success of public funding for WfD is measured by training and employment outcomes instead of inputs must progress rapidly if Tanzania's TVET spending is to translate into the skilled workforce needed.

In addition to taking steps to increase public investment, it is also important to ***review the allocation of public funding across higher education and TVET to ensure continued alignment with labor market needs.*** The majority of funding for postsecondary education goes to universities, while little funding is available for public and private providers to develop and deliver short-term courses less than a year in length to provide individuals the first step onto career ladders in growing industries. This type of training is available to a wider number of Tanzanians who may not have the credentials or resources needed to access higher education but who would benefit from skills training for productive jobs. As part of this realignment, the government needs to continue to take seriously the difficult task of ***restructuring the Skills Development Levy (SDL) on emoluments so that it better serves employers' skills needs.*** The allocation of the SDL is outside employer control and is currently put to uses for which it is not intended. Allowing employers greater access to the SDL fund to purchase training is an important step in increasing the demand-responsiveness of public funding for TVET. The government should also ***consider creating a competitive, results-based TVET fund to drive competition*** for public resources. Such a fund would create incentives for public-private partnerships and for providers to assess market needs, form partnerships, and report outcomes data without jeopardizing the stability of funding through the general budget that public providers rely upon.

Creating a single regulatory body for TVET that does not have responsibilities for delivering training will combat fragmentation in TVET oversight. Proposals to separate the training and regulatory functions of the Vocational Education and Training Authority (VETA) are worth serious consideration in this process. The present situation in which VETA simultaneously regulates and is a major provider of vocational education is not consistent with best practice elsewhere because of the potential for conflict of interest that it creates.

Developing more accessible pathways connecting the preemployment education and training system, including through the Recognition of Prior Learning (RPL), stands to dramatically increase individuals' access to formal credentials and the education, training, and employment opportunities that they create. A substantial number of individuals have not completed secondary or primary education and face barriers to employment in growing sectors of the economy. They cannot be left behind as the economy grows and the average skill content of jobs

becomes higher. This work dovetails with ongoing efforts to implement a unified National Qualification Framework (NQF) and improved occupational standards and testing procedures. Integrating a concern for RPL needs to be prioritized and expanded under these initiatives.

Summary of Results for the Service Delivery Dimension

Tanzania received an overall rating of **Emerging** (2.1) for this dimension. The Tanzanian education market features a diversity of state and nonstate providers. A private market for training exists despite few government incentives to encourage nonstate provision. Although many providers are registered and licensed, government capacity for enforcing quality standards is limited. With regard to public training provision, few measures are in place to promote performance. Tanzania's public TVET providers receive little support or incentive to collaborate with industry partners, making it difficult to align programs with local labor market needs and provide students and instructors exposure to the world of work. The Tanzanian system also lacks the data necessary for effective monitoring of provider outcomes and monitoring system effectiveness and efficiency. Although basic provider-level data are collected, the government does not consolidate data in a system-wide database, and administrative data often have gaps or are several years out of date by the time the data are available for use by other government agencies or the public.

Potential Next Steps to Strengthen Service Delivery

Developing an appropriate national labor market information system (LMIS) for the WfD in Tanzania is critical to accomplishing other planned system reforms, including increasing focus on outcomes in public funding for TVET, improving quality assurance, enabling citizens to make more informed choices with respect to education and training needs, and identifying and sharing good practices across providers. Collection and management of labor market and provider-level data need to be streamlined. Building strong data systems is expensive and time consuming. On their own, these systems are also insufficient for improving system performance. Government officials, training provider staff, and citizens will need support to use data effectively. However, the experience of countries such as the Republic of Korea and Singapore shows that it is possible to improve incrementally.

This national-level effort should be accompanied by providing incentives and support to *institutionalize linkages between industry and public training providers by including employer representatives on provider governing boards.* Increased partnerships between employers and training providers will strengthen industry input in improving training quality and labor market orientation as well as increasing student and instructor exposure to the working environment in firms, complementing improvements in top-down management and quality assurance.

1. Introduction

The Tanzanian government recognizes that the country faces a serious gap between the skills the economy needs and the skills the education system delivers. Through its Development Vision 2025, Tanzania has declared its aspiration of becoming a middle-income country by 2025.[2] To meet this vision, a significant effort is needed to provide Tanzania's youthful population with the skills needed to drive development and achieve personal aspirations for secure, well-paid jobs. Workforce development (WfD) is viewed by the government as an important means to tackle the demographic challenge of millions of youth entering the labor market over the coming years as well as improve the country's socioeconomic prospects and create a skill-intensive, knowledge-based economy. In response to these challenges, Tanzania has embarked on a set of important new initiatives, including the development of a Technical and Vocational Education and Training Development Program and National Education and Training Policy to better link education and training to the labor market.

To inform policy dialogue on these important issues, this report presents a comprehensive diagnostic of the country's WfD policies and institutions. The results are based on a new World Bank tool designed for this purpose. Known as SABER-WfD, the tool is part of the World Bank's initiative called Systems Approach for Better Education Results (SABER), [3] whose aim is to provide systematic documentation and assessment of the policy and institutional factors that influence the performance of education and training systems. The SABER-WfD tool encompasses initial, continuing, and targeted vocational education and training that are offered through multiple channels and focuses largely on programs at the secondary and postsecondary levels.

1.1. Analytical Framework

The tool is based on an analytical framework[4] that identifies three functional dimensions of WfD policies and institutions:

(1)   *Strategic Framework*, which refers to the praxis of high-level advocacy, partnership, and coordination, typically across traditional sectoral boundaries, in relation to the objective of aligning WfD in critical areas to priorities for national development

(2)   *System Oversight*, which refers to the arrangements governing funding, quality assurance, and learning pathways that shape the incentives and information signals affecting the choices of individuals, employers, training providers, and other stakeholders and

(3)   *Service Delivery*, which refers to the diversity, organization, and management of training provision, both state and nonstate, that deliver results on the ground by enabling individuals to acquire market- and job-relevant skills.

Taken together, these three dimensions allow for systematic analysis of the functioning of a WfD system as a whole. The focus in the SABER-WfD framework is on the institutional structures and practices of public policy making and what they reveal about capacity in the system to conceptualize, design, coordinate, and implement policies to achieve results on the ground.

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[2] URT (2010b).
[3] For details on SABER see http://www.worldbank.org/education/saber; for acronyms used in this report, see annex 1.
[4] For an explanation of the SABER-WfD framework see Tan et al. (2013).

Each dimension is composed of three Policy Goals that correspond to important functional aspects of WfD systems (see figure 1). Policy Goals are further broken down into discrete Policy Actions and Topics that reveal more detail about the system.[5]

Figure 1: Functional Dimensions and Policy Goals in the SABER-WfD Framework

Strategic Framework
1. Setting a strategic **direction** for WfD
2. Prioritizing a **demand-led** approach to WfD
3. Strengthening critical **coordination**

System Oversight
4. Ensuring efficiency and equity in **funding**
5. Assuring relevant and reliable **standards**
6. Diversifying **pathways** for skills acquisition

Service Delivery
7. Enabling **diversity and excellence** in training provision
8. Fostering **relevance** in public training programs
9. Enhancing evidence-based **accountability** for results

Source: Tan et al. 2013.

1.2. Implementing the Analysis

Information for the analysis is gathered using a structured SABER-WfD Data Collection Instrument (DCI). The instrument is designed to collect, to the extent possible, facts rather than opinions about WfD policies and institutions. For each topic, the DCI poses a set of multiple-choice questions, which are answered based on documentary evidence and interviews with knowledgeable informants. The answers allow each topic to be scored on a four-point scale against standardized rubrics based on available knowledge on global good practice (see figure 2).[6] Topic scores are averaged to produce Policy Goal scores, which are then aggregated into dimension scores.[7] The results are finalized following validation by the relevant national counterparts, including the informants themselves.

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[5] See annex 2 for an overview of the structure of the framework.

[6] See annex 3 for the rubrics used to score the data. As in other countries, the data are gathered by a national principal investigator and his or her team, based on the sources indicated in annex 4; and they are scored by the World Bank's SABER-WfD team. See annex 5 for the detailed scores and annex 6 for a list of those involved in data gathering, scoring and validation, and report writing.

[7] Since the composite scores are averages of the underlying scores, they are rarely whole numbers. For a given composite score, X, the conversion to the categorical rating shown on the cover is based on the following rule: $1.00 \leq X \leq 1.75$ converts to "Latent"; $1.75 < X \leq 2.50$, to "Emerging; $2.50 < X \leq 3.25$, to "Established"; and $3.25 < X \leq 4.00$, to "Advanced."

Figure 2: SABER-WfD Scoring Rubrics
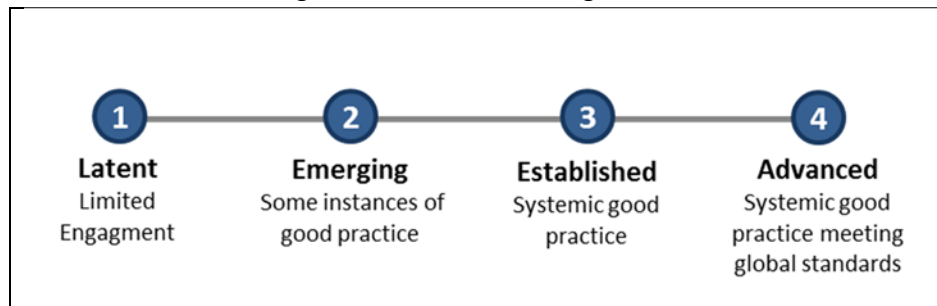
Source: Tan et al. 2013.

This report summarizes the key findings of the SABER-WfD assessment and presents the detailed results for each of the three functional dimensions for Tanzania. To put the results into context, the report begins with a brief profile of the country's socioeconomic makeup.

2. Country Context

In 1986 the government of Tanzania launched a comprehensive economic reform and stabilization program. Agricultural marketing has been liberalized, foreign exchange and price controls have been lifted, and private sector involvement in the economy has been enhanced through a privatization program and a new investment code. These comprehensive economic reforms have resulted in improved competitiveness, lower tariffs, increasing levels of foreign investment and trade, and rapid integration in world markets. The government now envisions a transition to middle income status by 2025 and has embarked on a wide-ranging reform program to encourage the private sector growth, foreign investment, improvements in infrastructure and governance, and skills upgrading necessary to support this transition. To this end, the government has embarked on a rigorous exercise to upgrade its institutions. The expectation is to enhance the country's competitive position for investment flows destined for the region so as to meet the challenges of globalization.

2.1. Economy

The Tanzanian economy grew by 7.3 percent in 2013, the last year official statistics are available, up from 6.9 percent in 2012. The service sector, whose share of total output has grown 10 percentage points between 2001 and 2012, accounts for approximately 47 percent of GDP, led by strong growth in sectors such as wholesale and retail trade, restaurants and hotels, transport, storage, and communications. The industrial sector, dominated by a small but expanding manufacturing base, notably in agricultural products, accounts for 23 percent of GDP, up 4 percentage points from 2001. Since 2000, the mining subsector has attracted the bulk of foreign direct investment, a trend projected to continue in light of recent sizeable discoveries of offshore natural gas that could generate significant export and tax revenue during the 2020s.[8] Agriculture accounts for more than 30 percent of GDP, provides 85 percent of exports, and employs about 80 percent of the workforce.[9] Smallholder farmers dominate the agricultural sector with farm sizes usually varying from one to three hectares.

Despite Tanzania's impressive macroeconomic achievements, growth has not been sufficiently broad-based, and poverty levels remain high. Over 40 percent of the population was still living under US$1.25 a day (at purchasing power parity) in 2012.[10] Even though basic needs poverty has declined, a large share of the population still are just above the poverty line and thus are highly vulnerable to shocks that could send them back into poverty.[11] Poverty remains more prevalent in rural than in urban areas.[12]

2.2. Demography and Employment

Based on the results of the 2012 population census, Tanzania is projected to have more than 47 million people with an average annual growth rate of 2.9 percent per year. Females make up 51 percent of the total population. More than 46 million people reside on the Mainland, while the rest of the population resides in Zanzibar, which enjoys autonomy over some policy areas, including education and workforce development. The life expectancy is 50 years, and the mortality rate stands at 8.5 (per 1,000 people). Currently, more than 45 percent of the population in Tanzania is under 15 years of age. Many of these youths will enter the labor market in the coming years in search of productive employment.

According to the 2012 national population and housing census, the total population between 15 and 64 years old (working age population) is 23.5 million, which amounts to 52 percent of the total population. Youth (ages 15–35)

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[8] Moyo et al. (2012).
[9] AfDB et al. (2015).
[10] World Bank (2015b).
[11] World Bank (2016).
[12] UNDP and URT MoF (2015).

make up two-thirds of the total working age population. The significant youth population provides opportunities for significant long-term growth but also will challenge the workforce development system to help equip this group with the skills needed for productive employment.

Approximately 900,000 young Tanzanians join the labor market each year. According to an Integrated Labor Force Survey in 2014, youth aged 15 to 24 years have the highest incidence of unemployment at 9.4 percent, with urban unemployment among this age group being even higher, at 20 percent, compared to 4 percent in rural areas. However, these figures do not include significant underemployment, which typically is much higher than unemployment in many Sub-Saharan African countries (SSA).

Across Tanzania, only 11 percent of workers are engaged in the formal sector (table 1). Tanzania's most recent Employment and Earnings Survey (2012) shows that a total of 1,550,018 people were employed in the formal sector in 2012 with 554,313 in the public sector compared to 995,705 in the private sector. The remainder is engaged in low-income activities on farms or in self-employment in informal trading and services activities.

Table 1: Percentage Distribution of Total Formal Employment by Industry, 2012

Industry	Percentage share
Public administration and defense	27.4%
Manufacturing	24.8
Agriculture, forestry, and fishing	9.2
Financial and insurance activities	2.7
Education	24.3
Wholesale and retail	11.6
Total	**100**

Source: Employment and Earnings Survey, Analytical Report 2012.

The majority of Tanzanians enter the labor force with low skill levels. Of the working population, 84 percent are classified as low skilled, 13 percent are classified as medium skilled, and 3 percent are classified as high skilled. Estimates indicate that the total number of jobs will increase by 15 million by 2030, of which fewer than a quarter million will be in the public sector.[13] Although a significant proportion of the labor force will continue to be employed in agriculture, growth and diversification are likely to lead to a larger shift of the labor force into services (trade, hotels, transport, construction, and financial services) and smaller shifts into manufacturing and mining.[14] There are real concerns about whether the stock of skills in the Tanzania economy will be able to keep pace with these changes. A study by the International Growth Centre[15] indicates that if Tanzania follows its desired development trajectory, this current stock of medium and highly skilled workers will be inadequate to meet the economy's needs, with the largest gap in the high skilled category.

2.3. Education and Training
Tanzania has embarked on ambitious education reforms in the past decade to increase access to early childhood, primary, and secondary education, improve quality, and restructure system governance. The recently issued Education and Training Policy 2014 calls for one year of preprimary schooling, six years of primary school, four years of lower secondary school, two years of high school, and three or more years of tertiary education.

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[13] Meade (2015).
[14] Meade (2015).
[15] Moyo et al. (2012).

The government emphasis on increasing access to quality secondary education will increase the flow of students to vocational and technical tracks over the medium to long term. The government, through the Ministry of Education and Vocational Training (MoEVT) and the Prime Minister's Office–Regional and Local Government, has been struggling to improve enrollment for primary school and lower secondary school. The "Free Basic Education Policy," put in place in 2015, extends free education to the secondary school level. The elimination of primary school fees and subsidized secondary education contained in the policy has accelerated the trend of increasing primary school enrollment, which rose from 4.8 million to 8.4 million between 2001 and 2010. The primary net enrollment ratio has increased from 49 percent in 1999 to 95 percent in 2011. Over the same period, the net secondary enrollment ratio increased from 3 to 30 percent. The number of Secondary Form 4 candidates increased at an impressive rate (455 percent) from 63,487 in 2004 to 352,614 in 2013. At both the primary and secondary levels most students attend government schools. Private schools serve less than 3 percent of primary students, but the number of students in private primary school is expanding, doubling between 2008 and 2012. The proportion of students attending private secondary school is somewhat higher, at 15 percent of secondary school students.

Expanded enrolment has not been matched by an improvement in the quality of the education students receive. A national learning assessment done by Uweza in 2014 found that 45 percent of students in Standard 3 could not read a Standard 2 level story in Swahili. Of students who persisted to the end of primary school, 20 percent still could not read a Standard 2 level story, meaning that they had not achieved basic literacy in Swahili through the course of primary school. Almost half of these students could not read a basic story in English, the language of instruction from secondary school onward. This raises concerns about the ability of much of the population to benefit from more advanced formal education or work in higher skilled jobs that require education beyond primary and secondary education levels.

There are gaps between skills supplied by TVET providers and labor market demand. In particular, rapidly growing segments of the market such as tourism and hospitality as well as gas and petroleum report considerable trouble in recruiting appropriate numbers of adequately skilled workers. The percentage of Tanzanian firms identifying skills as a constraint is very high. About 40 percent of firms covered by the Tanzania Enterprise Survey 2013 identified an inadequately educated workforce as a major constraint, well ahead of the SSA and world averages of 23 and 24 percent, respectively.[16] An even higher number of failed firms, 63 percent, reported that the shortage of workers with the right skills profile was a contributing factor to failure of above average importance.[17] This makes improving the quality, quantity, and relevance of skills imperative for continued growth and job creation.

Skills, knowledge, and attitudes are catalysts in driving economic growth and social development for any country. Countries with higher levels of skills respond and adjust more effectively to the challenges and opportunities of the socioeconomic environment. It is for this reason that Tanzania's transformation path to middle-income status must address the skills levels of its workforce. In line with this goal, the rest of this study reports on the results of a benchmarking study that provide greater detail on how Tanzania's systems for training and developing its workforce compare to low- and middle-income countries globally as well as the global standard of good practices in the hope of strengthening ongoing efforts to improve the systems that deliver the skills that businesses and individuals rely on for productive jobs.

[16] World Bank (2014).
[17] Sabarwal (2013).

3. Overview of Findings and Recommendations

This section highlights findings from an assessment of Tanzania's WfD system based on the SABER-WfD analytical framework and tool. The focus is on policies, institutions, and practices in three important functional dimensions involved in policy making and implementation: strategic framework, system oversight, and service delivery. Because these aspects collectively create the operational environment in which individuals, firms, and training providers, both state and nonstate, make decisions with regard to training, they exert an important influence on observed outcomes in skills development. Strong systems of WfD have institutionalized processes and practices for reaching agreement on priorities, for collaboration and coordination, and for generating routine feedback that sustains continuous innovation and improvement. By contrast, weak systems are characterized by fragmentation, duplication of effort, and limited learning from experience. The SABER-WfD assessment results summarized below provide a baseline for understanding the current status of the WfD system in the country, as well as a basis for discussing ideas on how best to strengthen it in the coming years.

3.1. Overview of the SABER-WfD Assessment Results

Figure 3 shows the overall results for the three Functional Dimensions in the SABER-WfD framework. For Strategic Framework, Tanzania is rated at the **Emerging** level for all three dimensions. The score for each functional dimension is an aggregation of the scores for the underlying policy goals associated with it.

Figure 3: Tanzania's Dimension-Level Scores
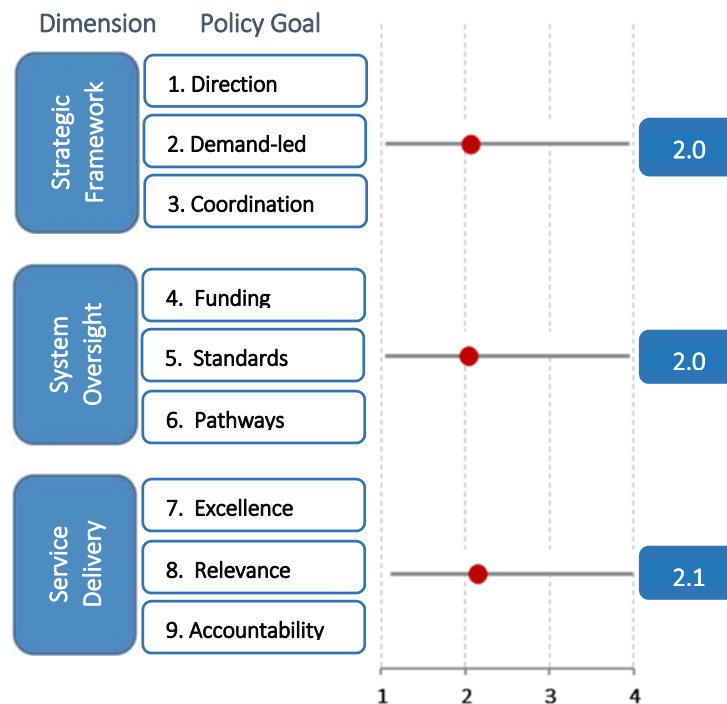
Summary of Findings and Potential Next Steps

The findings revealed that Tanzania is on the right track with its policies and institutions for WfD. However, workforce development in Tanzania falls short of what might be characterized as global good practice. The SABER-WfD analytical framework and both the detailed DCI and the rubrics used for scoring reflect good practices

adopted in more advanced countries in terms of effective policies and institutions. This opens potential pathways to resolve the challenges at hand.

Reforming the WfD system is a lengthy learning process requiring strong leadership at all levels and a willingness to experiment, including setting and implementing long-term national goals. Based on the findings, the following discussion presents key system strengths and challenges currently facing WfD policy design and implementation for all three dimensions examined by the SABER-WfD tool, and forms the basis for policy dialogue with the government and relevant stakeholders to promote current workforce development policies, systems, and institutions.

3.2. Strategic Framework

Findings

Tanzania has set a target of becoming a middle-income country by 2025. The shift in the composition of economic production and employment that this entails has major implications for government support for skills building. This important connection between national economic development strategy and WfD is clear to top political leaders and civil servants, and, accordingly, WfD is getting increased attention at the apex level. This attention has led WfD concerns to be covered in long-term national planning documents such as Tanzania Development Vision 2025 and the second National Strategy for Growth and Reduction of Poverty (MKUKUTA II). An integrated approach to economic planning and WfD has yet to consistently extend beyond the pages of national strategies, however. At the ministerial level, policies and programs make improving the quality and relevance of WfD a priority, but separate ministries often plan in relative isolation from each other, resulting a lack of coordination and, in some cases, proposals that require action by parties not completely on board. This is in part a result of the fact that annual planning is done between ministries, the President's Office–Planning Commission (PO-PC), and the Ministry of Finance (MoF), but coordinated planning on cross-cutting issues such as WfD is not common practice.

Results for Dimension 1 raise concerns about the degree to which the WfD system will be capable of responding to labor market conditions that are likely to evolve quickly as the economy grows and diversifies. Forecasts for the skill implications of Tanzania's rapid development rely on statistics that are sometimes partial or out of date. The assessment of skills needs at the economy or sector level occurs on an ad hoc basis, meaning that some programs and policies benefit from better information than others. This challenge is partially mitigated by the engagement of private sector leaders capable of providing independent analysis and aggregating the experience of employers, but such consultations are irregular and informal, and the influence that nongovernment stakeholders have over the direction of policy is limited.

The lack of coordination in the planning process carries through to implementation. MoEVT, which oversees preemployment TVET, and the Ministry of Labour and Employment (MoLE), which is responsible for employment services and labor market analysis, carry out their respective WfD functions in relative isolation. The management and coordination of TVET have been tremendously improved by placing both vocational and technical education under a single supervisory entity, MoEVT, in 2008. However, at the regulatory level these two levels of education, often handled together in other countries, are managed by two separate agencies whose responsibilities are not entirely clearly demarcated.

Potential Next Steps for System Strengthening

(1) Improve apex-level coordination by creating a skills body to formalize roles at the leadership level

Rapid growth and technological change require a responsive skills training system. This is especially true at the leadership level, where the multisectoral nature of workforce development often requires staff charged with setting WfD policy and programs to work outside traditional bureaucratic hierarchies to coordinate strategic priorities, mobilize government resources, and ensure implementation follow-up. The SABER-WfD results indicate that the task of translating national economic development strategy into WfD strategic planning tends to occur primarily within MoEVT, MoLE, and other line ministries. The system creates few incentives and provides limited support at the apex level, above these ministries, for policy coordination. Tanzania should consider building upon a growing emphasis on the importance of WfD among the country's top leadership by creating an apex-level WfD body that is empowered to advise the government on strategic skills priorities and coordinate skills policy across traditional ministerial lines.

Countries including Australia, India, Ireland, Rwanda, Singapore, and South Africa have pursued a similar strategy. In these countries the apex-level coordination and advisory bodies play various roles based on the government's vision, including (1) formalizing industry voice at the top levels of government policy making; (2) monitoring and advising on emerging labor market trends and their implications for training funding, oversight, and delivery; (3) providing a formal mechanism for coordination across ministries and agencies; and (4) acting on behalf of the executive to ensure implementation of flagship skills initiatives. In Tanzania, such a body might provide an institutional home for leaders from Po-PC, MOF, MoEVT, and MoLE, as well as from the business community and labor representatives, to both improve coordination of policies, programs, and initiatives among government institutions and ensure that policies take proper account of labor market trends. Such a body would be a focal point for advising ministries on how to translate national development plans into skills policy and would be positioned to provide guidance to public agencies on priorities for developing occupational standards, overseeing skills delivery, expanding access to continuing training, and using public training funds such as the Skills Development Fund.

(2) Provide formal support for employers to contribute to shaping and implementing WfD policies at the leadership, sector, and provider levels
A substantial expansion in access to education and training to meet future demand for medium and highly skilled workers will require sustained investments in increasing the enrollment capacity of the vocational and technical education system. Low levels of basic skills and concerns about the affordability of formal preemployment training will mean that many individuals are better served through short-term adult education, targeted training programs, and employer-based training, all of which will also require expansion and improvements in quality. The resources and know-how needed for an effective expansion cannot come from the government alone. However, results show that employers are not consistently or formally engaged as partners in setting training policy, quality assurance, or provider governance.

Advanced WfD systems establish partnerships with employers in a variety of ways, including through apex-level bodies, sector-level advisory and oversight bodies, and employer inclusion on the governing boards of public providers. Tanzania has already established partnerships with employers for developing training standards and curriculum, and many public training providers engage local employers as board members. However, these efforts are too often inconsistent or ad hoc. Legislation that gives employers more seats at the table at the apex level and that formalizes and incentivizes employer contributions to oversight and delivery are needed. Possible areas for policy attention include (1) providing resources for sector-based industry associations and regulator agencies to collaborate on setting standards and curriculum; (2) providing financial incentives for employers to deliver or procure quality training for employees, including through providing them greater control and access to funds paid through the Skills Development Levy (SDL); (3) incentivizing and supporting public training institutions to including meaningful industry presence on their boards of directors; and (4) providing competitive funds that allow employers and training providers to jointly develop and disseminate training short-term training programs that

address the specific skills needs of applicant formal and informal businesses.

3.3. System Oversight

Findings

Funding for preemployment TVET follows procedures that do little to ensure that funds are allocated to maximize system efficiency and equity. Decisions about allocation of funding are based on routine procedures such as annual budgeting. They do not take into account factors such as completion and repetition rates, job-placement rates, alignment with emerging priorities, or capacity for innovation in service delivery whose use would improve the government's ability to promote quality and efficiency. Regular reviews of the impact of WfD funding on the beneficiaries of training programs are few, and those reviews that have taken place have not led to policy changes, particularly in continuing vocational education and training (CVET) and active labor market programs (ALMPs).

There is also limited transparency in funding formulas and disbursement. At the system level, coordination in the allocation of funding for workforce development across ministries and agencies is weak. Public support for CVET and ALMPs that support those facing barriers to labor market success is extremely limited. This leaves people who have already joined or are seeking to join the workforce with few options should they need guidance, job search assistance, access to finance, or additional training to meet career goals.

A national technical education qualifications' framework was adopted in 2005. The work to put in place this framework has helped standardize TVET qualifications, defining 10 clear levels and the pathways among them. It has also harmonized accreditation procedures. Work by regulators to set occupational standards with input from industry and ensure reliable procedures for testing and certification of preemployment TVET qualifications has helped these become areas of relative strength within the system. However, these successes have not solved the fragmentation that results from the presence of two regulatory agencies: the Vocational Education and Training Authority (VETA), which is responsible for coordinating, regulating, financing, providing, and promoting vocational education in Tanzania, and the National Council for Technical Education (NACTE), which is responsible for coordinating, regulating, and accrediting technical education. Those providers offering both vocational and technical programs are thus accredited separately by two regulators, creating an added burden and limiting the power of any single regulator to censure or shut down providers that do not meet standards. An added concern is that VETA is also the primary provider of public vocational education, an arrangement that can lead to conflicts of interest if not carefully managed.

The existence of a qualifications framework and credible procedures for testing and certification have opened pathways for student progression from vocational education to technical education and onward to related programs at the university level. However, although such progression often happens, discretion for recognition of previous study falls to individual institutions and is not ensured by formal arrangements for transfer and progression at the regulatory level. The sizeable population that gains skills through nonformal and informal training have little opportunity to certify their skills and gain access to the formal system for further study. Second chance education options or opportunities for recognition of informally acquired skills are few, although the government hopes to expand a small pilot program for recognition of prior learning (RPL) in selected trades run by VETA and the International Labour Organisation (ILO) that has enjoyed some success.

Potential Next Steps for System Strengthening

(1) Develop a demand-led, transparent, and sustainable system for TVET financing
TVET is an expensive undertaking. Declining capacity for funding TVET activities is an important challenge at a time when nearly all TVET institutions have outdated equipment as well as laboratories and workshops equipped with

inadequate physical facilities and learning materials. Further, creating a strong teaching corps requires considerable investment. TVET providers compete with industry for talent and need to be able to attract individuals with industry experience who are accustomed to private sector salaries that often exceed what teachers are usually paid. Strategic investments in attracting TVET teachers with industry experience and providing them with professional development opportunities as well as updating facilities and learning materials are critical inputs at the provider level to improve training outcomes.

However, increasing spending on TVET delivery without concomitant measures to improve the efficiency of that spending may not lead to better WfD outcomes. Increases in funding need to be accompanied by improvements in coordination, governance, and outreach to employers. Indeed, more needs to be done to leverage procedures for allocating public funds for TVET to increase competition, incentivize better student outcomes, and increase the efficiency of public expenditure.

In the short term, Tanzania should consider increasing regular audits of TVET institutions' expenditures. The study also recommends exploring measures to increase the efficiency of public spending by improving access and lowering costs through linking with existing investment in improving IT connectivity. One such measure could be increasing citizen awareness of online distance learning options enabled by Tanzania's investment in a National ICT Broadband Backbone.

Tanzania should seek to move gradually to reduce input-based financing and introduce performance-based funding schemes. Introducing mechanisms to increase competition and reward outcomes cannot be done overnight, both for reasons of budget stability and because the data necessary to measure employment outcomes and graduation rates are not consistently available. Nonetheless, Tanzania should explore the feasibility of targeting additional budget increases preferentially to programs in occupations and sectors whose alignment with economic development priorities is well supported by evidence and to providers that measure and report outcomes necessary to determine the effectiveness and efficiency of public TVET spending. This would create an incentive to report this information and would better allow MoEVT to identify and share success in trainee placement or the adoption of measures to increase efficiency.

(2) Review the allocation of public funding across higher education and TVET to ensure continued alignment with labor market needs
Public funding sources available to private TVET providers should also continue to be diversified. Currently public funding for postsecondary education is skewed toward higher education. The share of public funding going to TVET is out of line with providing workers capable of performing the medium and highly skilled jobs that the TVET system is positioned to provide. Little funding is available for public and private providers to develop and deliver short-term courses less than a year in length to provide individuals the first step onto career ladders in growing industries. The SDL, which provides considerable resources to support TVET and higher education, is currently drawn from a narrow set of employers. Many employers who are entitled to pay do not because of poor enforcement and perceptions, not unfounded, that the SDL is not supporting training that is relevant to their needs. Improving enforcement and employer sensitization about the need to pay are important steps to ensure equity in SDL enforcement. However, these steps should be accompanied by measures to reform how the SDL is used.

(3) Restructure the SDL so that it better serves employers' skills needs
The government needs to continue to take seriously the difficult task of restructuring the SDL. The SDL is currently a major source of money for the Higher Education Student Loans Board (HESLB), which is available only to students pursuing multiyear programs of study in technical colleges and universities. This means that an important source of potential public funding is not available to the vocational and short-term programs that can cater to the more

immediate skills needs of the employers who pay the SDL. The portion of the SDL directed to VETA makes up a major part of public vocational training centers' (VTCs) budgets. Because employers do not set the priorities of these providers and VTCs, the funding formula does not explicitly take into account trainee labor market outcomes or employer satisfaction, and funding practices do not create strong incentives for demand-led training or responsiveness to local employers. Increasing the amount of the SDL pot available to public and private short-term and vocational training on a competitive basis could both increase resources directed to preemployment and continuing training that both meets employers' skill needs and is accessible to a greater share of Tanzanians.

(4) Consider creating a competitive, results-based TVET fund to drive competition
Creating a TVET fund outside of the SDL would be another means to set aside money to create incentives for better performance. The fund could be replenished through government allocations from the budget or other sources, businesses, and philanthropic and development partners, or from contributions from the SDL itself. Funding should be competitive- and performance-based. Access to this funding could be made contingent on proposing programs that address priority sectors and that have engaged industry in planning and delivery of or hiring graduates and that are able to demonstrate results. Such requirements would create incentives for public-private partnerships and for providers to assess market needs, form partnerships, and report outcomes data. Over time, this would build the capacity of providers to manage results-oriented programs and that of government staff to use outcomes data to manage providers. It is important to note that one outcome of such a scheme would be changing provider behavior, and doing so will likely require resources to communicate expectations with respect to planning and reporting and to support schools and employers to work together to meet them. Namibia's compact with the Millennium Challenge Corporation to expand market-relevant training in technical and computer skills in eight nonprofit centers that provide access to students without the credentials needed to access the formal training system provides an example of the use of competitive, results-based funding at the margins to effectively expand strategically important training programs.

(5) Create a single regulatory body for TVET that does not have responsibilities for delivering training
Currently VETA and NACTE may both accredit programs at a single institution, increasing the regulatory burden on providers and creating potential lapses in quality assurance if VETA and NACTE do not coordinate effectively. Placing vocational and technical training under a single governing body that does not have any responsibility for delivering education and training will ensure clarity in the mandate, functions, and organizational structure at the regulatory level. The proposal intends to unify the existing dual framework between vocational and technical education and remove duplication and would likely lead to resources for quality assurance being more efficiently spent. Proposals to separate the training and regulatory functions of VETA are worth serious consideration in this process. The present situation in which VETA simultaneously regulates and is a major provider of vocational education is not consistent with best practice elsewhere because of the potential for conflict of interest that it creates.

(6) Develop more accessible pathways connecting the preemployment education and training system, including through RPL
In light of the labor market dynamism introduced by growth and technological change, a key challenge for the government is to enable multiple, flexible pathways for building skills for school graduates as well as for those already in the labor market. In Tanzania, this includes a substantial number of individuals who have not completed secondary or primary education and who face barriers to employment in growing sectors of the economy.

Results reveal progress in this area and momentum to continue to develop this aspect of the WfD system. Students who have completed at least O Levels can follow pathways through vocational (VET) and technical education and training (TET) and, in some cases and specializations, onward to higher education. However, this is available only to the relatively small numbers enrolled in formal TVET. Establishing a mechanism for formal recognition of skills

acquired through informal apprenticeships or on the job would enhance the employment and education prospects of socially and economically marginalized groups that often struggle to join the formal VET system. VETA, supported by the ILO, has piloted procedures for RPL. Although limited in specialties covered and numbers certified in the initial pilot, Tanzania has established the beginnings of a framework for a national RPL system.

This work dovetails with ongoing efforts to implement a unified National Qualification Framework (NQF) and improved occupational standards and testing procedures. Integrating a concern for RPL needs to be prioritized and expanded under these initiatives, because current efforts focus primarily on the formal education and training system and higher levels of skill than those possessed by the majority of people who would benefit from RPL. Doing so will require more resources to develop protocols for RPL, establish accessible and relevant testing procedures, and test and certify candidates. It is thus important to be strategic about selecting occupations and sectors where it is possible to develop and implement standards for RPL, and where doing so would allow large numbers to enter formal training or gain employment with their resulting certification. Engaging employers in selecting sectors and occupations, defining standards, and certifying employees and other candidates will be required to augment the capacity of regulator agencies.

Countries such as Armenia, Bulgaria, India, Mauritius, and South Africa have made meaningful strides in creating systems for RPL. For example, recognizing the importance of RPL to supporting lifelong learning among its aging population, Armenia made including support for RPL in national strategies a priority. In 2009 a unified push by the government to prioritize RPL resulted in its inclusion in a set of major policy plans issued by the government including the "VET System 2012–2016 Reform Program with Action Plan and Implementation Timeline," the "Concept of Lifelong Learning in Armenia," the "Concept on Social Partnership in the Field of Preliminary Professional (Craftsmanship) and Middle Professional Education" adopted in May 2009, and the "Memorandum of Understanding on Cooperation in the field of VET" signed in September 2009 by the Ministry of Education and Science, the Republican Union of Employers of Armenia, and the Chamber of Commerce and Industry.[18] Similarly, concerned with the limited capacity of the formal TVET system and low levels of skill among much of its population, Mauritius has included provisions for recognition of adult basic education credentials in the design of its qualifications frameworks. Like Tanzania, Mauritius also took a phased approach to integrating RPL starting in 2007 by targeting workers displaced from textile and sugar industries and supporting them to build certifications that allow employment occupations in the tourism sector and gradually building outward.[19]

3.4. Service Delivery

Findings

Tanzania enjoys a vibrant market for private provision of TVET. The government has put in place laws for registering and regulating private providers that pose few barriers to entry while setting clear procedures for quality assurance, including regular audits. Tanzania has taken few steps to support or encourage of private providers to enter the market beyond allowing them to enroll students receiving public financial assistance. However, evidence suggests that is large portion of the market is not formally registered and thus falls outside the quality assurance regime. The government's ability to monitor and regulate this section of the market is limited. These providers also are not able to issue recognized certificates, meaning that students who study there will not gain credentials that would enable further formal study or allow them to register with professional licensing bodies.

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[18] Karapetyan and Manasyan (2014).

[19] See http://www.unevoc.unesco.org/print.php?q=Mauritius%3A+Recognition+of+Prior+Learning+for+Adults+-+more.

Management of public TVET providers is a relatively weak spot in the system. Providers do not enjoy much formal autonomy in areas such as hiring and firing staff, adapting program content to meet local labor market needs, or developing new programs. Standards for staff recruitment, set centrally, do not require staff teaching technical subjects to have had industry experience. Providers report that recruiting staff with such experience is difficult because of limited funds and freedom to raise salaries to attract instructors with private sector experience. Opportunities for staff professional development are limited, especially opportunities that provide practical experience or industry exposure. Although some public providers expend considerable effort trying to engage the local business community, links between public training institutions and industry are generally weak, meaning that involvement by employers in curriculum design and the specification of standards for training facilities are not common at the provider level (although this practice occurs more frequently at the central level). Linkages are also weak between research institutions and training providers.

Little use is made of ICT to enhance efficiency and effective delivery of TVET education, training, and research. Although providers are required to report administrative data, actual reporting is inconsistent, and penalties for lack of reporting are not always enforced. Limited collection of data on student outcomes impairs the system's ability to measure efficiency of public resource use or learn from good practices at the provider level.

Potential Next Steps for System Strengthening

(1) Develop an appropriate national labor market information system (LMIS) for the WfD in Tanzania
Policy Goal 9, concerned with the collection and use of data from providers, is among the weakest for Tanzania. This creates headwinds for current reform efforts. Without improving enforcement of reporting requirements and data management practices, the information necessary to increase the efficiency of public funding for TVET, improve quality assurance, promote market relevant training, and identify good practices across providers will not be available to those who need it. VETA and NACTE should prioritize enforcement of provider reporting requirements but may need support to do so. The leaders to whom these agencies report will set high expectations for progress and work to make the resources needed to step up enforcement available.

Management of labor market and provider-level data and agreements for sharing them across agencies need to be streamlined. Data relevant to setting a strategic direction and managing the WfD system are collected by the PO-PC, MoLE, MoEVT, VETA, and NACTE, among other entities. Reducing transaction costs to accessing the raw data across ministries needed for system-level analysis in concert with improved collection would better enable leaders to make better decisions about management and strategic direction. Citizens also stand to benefit. If it is possible to consistently capture graduation rates and start to measure the labor market outcome of graduates, integrating this information into Tanzania's education open data portal would help students make better decisions by training and would strengthen the influence that market forces have over improving provider performance.

Building strong data systems is expensive and time consuming. On their own, these systems are also insufficient for improving system performance. Advanced countries such as Korea and Singapore improved practice slowly by both increasing their ability to collect data and building the capacity of regulators and ministry staff to use data to monitor provider performance, identify good practices, and direct resources to high-performing schools. Tanzania, with an increasing focus on open data and clear rules for data collection and enforcement, has a foundation on which it can begin to improve how data are collected and used.

(2) Institutionalize linkages between industry and public training providers by including employer representatives on provider governing boards
Although partnerships between employers and training providers exist, results reveal that they are usually limited and may not be institutionalized, relying instead on the ability of principals and teachers to maintain relationships

with employer partners. Increasing and formalizing employer membership on training provider governing boards will strengthen industry input in improving training quality and labor market orientation as well as increasing student and instructor exposure to the working environment in firms. This would reinforce efforts by MoEVT to improve training quality and relevance. The inclusion of industry representatives on provider boards or tapping individuals from the private sector to lead TVET providers is common practice in advanced systems such as those in Ireland, Korea, Singapore, and the United States.

Providers struggle to attract meaningful input from firms, many of which do not view public training options as aligned to their skills needs. Public providers will likely need support to recruit and retain board members from the private sector. A role is seen for education sector leaders in MoEVT and the regulatory agencies to work with private sector representatives to identify and recruit potential candidates. The government should also consider options to increase public-private partnerships between firms and providers as a means to increase cooperation and provide employers incentive to join provider boards. Possible mechanisms include a competitive fund to support partnerships between providers and employers for the creation of employer-driven training programs and allowing employers access to SDL funds to purchase training from accredited providers.

4. Aligning Workforce Development to Key Economic and Social Priorities

WfD is not an end in itself but an input toward broader objectives of boosting employability and productivity, relieving skills constraints on business growth and development, and advancing overall economic growth and social well-being. This chapter briefly introduces Tanzania's socioeconomic aspirations, priorities, and reforms before presenting the detailed SABER-WfD findings on Strategic Framework and their policy implications.

4.1. Socioeconomic Aspirations, Priorities, and Reforms

The government of Tanzania revised several national policies in the last few years to, among other things, better align WfD with its vision for future development. Accordingly, language concerning the importance of workforce development, especially skill building among youth and informal sector workers, has been included in important national strategy documents such as the Tanzania Development Vision 2025 and MKUKUTA II as well as the Tanzania Five Year Development Plan 2011/2012–2015/2016 meant to guide government efforts to achieve this vision.

In line with these strategic plans, the government of Tanzania has continuously reviewed its education and training system to meet the workforce needs for socioeconomic development. The MoEVT has taken the lead with respect to preemployment education and training. Its work is guided by its Education Sector Development Programme 2008–2017 (ESDP). The ministry produces five-year subsector development plans under this document, including the TVET Development Programme 2013–2017 (TVETDP). The ESDP prioritizes expanding access to education at all levels and improving quality, as reflected in student performance on leaving exams at the end of primary and secondary school. It also targets improvements in critical inputs including teacher quality and the expansion and improvement of facilities as well as improving sector governance and coordination among subsectors. With respect to TVET, it seeks to recruit and retain teachers with strong academic and technical qualifications, support private provision, harmonize and streamline the countries qualification frameworks, and promote greater linkages with private sector employers. The TVETDP lays down a plan for the government to accomplish this vision based on a review of subsector performance. It prioritizes addressing low student capacity, gender imbalance in enrollment in technical fields of study, and access to TVET in rural communities, increasing the alignment between program offerings and employer needs, and improving performance with respect to registration and quality assurance.

The MoLE is responsible for labor market policies. It has pursued an agenda designed to improve an enabling environment for job creation and employment promotion through access to finance among small businesses and would-be entrepreneurs and promote nonfarm self-employment and small-scale industrial and processing activities linked to the agricultural sector as well as to provide employment services, especially targeted to disadvantaged groups, including youth, people with disabilities, and women. MoLE also focuses on training, promoting programs aimed at providing placements, vocational guidance, employment counseling, active labor market interventions, labor market and occupational information, advisory services, self-employment strategies, and coordination of training needs; it employs the Tanzania Employment Services Agency to provide such services to the public.

4.2. SABER-WfD Ratings on the Strategic Framework

Based on data collected by the SABER-WfD DCI, Tanzania received an overall rating of 2.0 (Emerging) on Dimension 1 (see figure 4). This score is the average of the ratings for the underlying policy goals: (1) Setting a Direction for WfD (2.0); (2) Fostering a Demand-Led Approach to WfD (1.8); and (3) Strengthening Critical Coordination for WfD (2.3). The explanation for these ratings on the policy goals follows below.

Figure 4: SABER-WfD Ratings of Dimension 1
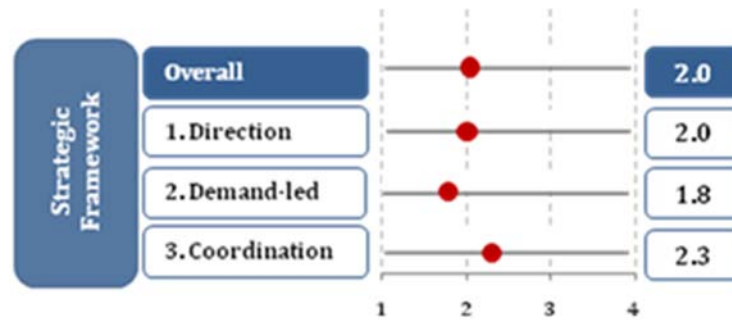
Note: See figure 2 for an explanation of the scale on the horizontal axis.

4.2.1. Policy Goal 1: Setting a Strategic Direction for WfD

(1) Content of the Policy Goal

Leaders play an important role in crystalizing a strategic vision for WfD appropriate to the country's unique circumstances and opportunities. Their advocacy and commitment attract partnership with stakeholders for the common good, builds public support for key priorities in WfD, and ensures that critical issues receive due attention in policy dialogue. Taking these ideas into account, Policy Goal 1 assesses the extent to which apex-level leaders in government and in the private sector provide sustained advocacy for WfD priorities through institutionalized processes.

(2) Summary of Rating

Tanzania is rated at the Emerging level (2.0) for Policy Goal 1. Leaders from both the public and private sectors have emphasized the importance of an effective WfD strategy to achieving Tanzania's economic and social development goals. However, this advocacy has not resulted in a comprehensive strategic approach to WfD or provided the sustained momentum to drive coordination at the policy level. Instead, coordination between the line ministries appears to focus mainly on operational concerns.

(3) Detailed Findings

Responsibility for long-term economic planning rests with the President's Office–Planning Commission and the Ministry of Finance. The PO-PC is the leading government body for national planning and consolidates and aligns national developmental plans. The MoF sets overall budget priorities and negotiates detailed budgets each year with line ministries. Although skills policy and its relationship to overall economic development planning are growing concerns among government leaders, policy and planning tend not to be integrated across sectors, which means that the government often follows a somewhat siloed approach to WfD. For instance, MoEVT coordinates all subsectors of education and training. MoLE is concerned with delivery of employment services and associated training. Line ministries, most notably the Ministry of Agriculture, also run training and extension services relevant to their sector. Little formal or information consultation is found between these ministries in setting policies and managing programs. Each ministry operates independently: Coordination is weak, if not lacking, as far as the technical/tertiary education subsector is concerned.

Currently business and industry are increasingly playing an advisory role in establishing and implementing WfD priorities through the Tanzania National Business Council. Business and industry also participate in the annual forum of educational reviews and increasingly in task forces and groups in charge of designing new WfD policies. In certain sectors, such as tourism and hospitality, experts strongly influence training initiatives.

There is ad hoc advocacy from all stakeholders. However, collaboration between them to identify and advance WfD priorities is limited. Strategic decisions have been made with respect to the regulatory environment and WfD structures, most notably during preparation for the TVETDP, but no regular review of policies.

4.2.2. Policy Goal 2: Fostering a Demand-Led Approach to WfD
(1) Content of the Policy Goal
Effective advocacy for WfD requires credible assessments of the demand for skills, engagement of employers in shaping the country's WfD agenda, and incentives for employers to support skills development. Policy Goal 2 incorporates these ideas and benchmarks the system according to the extent to which policies and institutional arrangements are in place to (1) establish clarity on the demand for skills and areas of critical constraint and (2) engage employers in setting WfD priorities and enhancing skills upgrading for workers.

(2) Summary of Rating
Tanzania scored at the Emerging level (1.8) for Policy Goal 2. This combines a score of emerging for those functions related to long-term planning and a score of latent for functions under this policy goal related to engaging employers at the strategic level to increase the system's orientation toward labor market trends and business needs at the apex level.

(3) Detailed Findings
Formal assessment of the skills implications of Tanzania's national development strategy or how Tanzania's projected medium- to long-term growth will affect demands made on the WfD system is limited, as is the number of assessments of future skills needs and potential constraints sponsored by the government, notably from the MOF, PO-PC, MoEVT, or MoLE. Development partners are also active collaborators on these types of planning committees and conduct independent analysis. Of all these studies, very few have been done on a regular basis or over a long period, which has limited the information on current skills demand in the economy. Key national surveys relied on for such work are also not done as consistently as would be desirable. For example, the government, every five years, is supposed to conduct an Integrated Labor Force Survey revealing the changes happening in the labor market within the past five years. However, the last Integrated Labor Force Survey was carried out in 2006. The limited number and detail of studies make identification of critical skills constraints in key economic areas difficult. Additional analysis is often done at the sector level by both public and private entities, which increases the information base somewhat in strategic or well-resourced sectors such as hospitality and tourism, energy, and construction. In addition, the Association of Tanzanian Employers (ATE) commissioned a national skills development assessment to highlight the skills gaps in Tanzania to press the government for reform.[20]

Industry and employers have a limited or no role in defining strategic WfD priorities. Employers' skills concerns are represented at the apex level by the Tanzania Chamber of Commerce, Industry and Agriculture (TCCIA), ATE, and the Tanzania National Business Council, which is chaired by the President of Tanzania. These bodies meet informally and on an ad hoc basis with relevant ministries and agencies. Sector-focused bodies such as Tanzania Association of Tour Operators and the Tourism Confederation of Tanzania in hospitality and tourism and the Tanzania Engineering Registration Board in construction also provide input on WfD policy. These private sector organizations consolidate the skills concerns of members and commission occasional research. They also provide input into the development of policy and strategy by line ministries. For instance, ATE worked with MoEVT to provide input into the planning for the TVET Development Programme. Although productive collaboration between the private sector and government occurs, it is ad hoc with few formal channels in government for integrating this input into the formal planning process and few examples where such input has been decisive.

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[20] Association of Tanzanian Employers (2008).

4.2.3 Policy Goal 3: Strengthening Critical Coordination for Implementation

(1) Content of the Policy Goal

Ensuring that the efforts of multiple stakeholders involved in WfD are aligned with the country's key socioeconomic priorities is an important goal of strategic coordination. Such coordination typically requires leadership at a sufficiently high level to overcome barriers to cross-sector or cross-ministerial cooperation. Policy Goal 3 examines the extent to which policies and institutional arrangements are in place to formalize roles and responsibilities for coordinated action on strategic priorities.

(2) Summary of Rating

Tanzania scored at the Emerging level (2.3) for Policy Goal 3. A coordinated national strategy for WfD has yet to be fully formed, although this issue is gaining increasing prominence in the government's agenda, and efforts on the part of line ministries to coordinate WfD efforts are increasing. However, to date, coordination on strategic priorities has been inconsistent. Government ministries and regulatory agencies responsible for WfD have overlapping mandates and rely on ad hoc mechanisms for coordination. Nongovernment stakeholders, important partners in setting and overseeing implementation of WfD policy, do not have legally defined roles and responsibilities.

(3) Detailed Findings

In practice, the PO-PC is responsible for ensuring alignment between the government's development strategy and sector plans. Although attention paid to the need for a coordinated skills strategy in both government and the business community has been increasing, a sector-based planning approach has meant that the policy framework for skills development, an issue that spans multiple ministries, has been somewhat fragmented and uncoordinated. There are no legal roles or responsibilities for nongovernment stakeholders at the apex level.

In Tanzania a historical distinction has been made between VET and TET. Higher education is another separate system as well. These systems, all under MoEVT, run in parallel, which creates challenges with respect to streamlining policy making, oversight, funding, and data collection. Legislation and agreements among stakeholders exist to promote coordination, but they are not fully operational. Despite the numerous committees and workshops, strategic coordination efforts have in general struggled to get off the ground. The divisions between VET, TET, and higher education are replicated at the regulatory level, where the TVET system is fragmented, with responsibility for standards, qualifications, monitoring, and quality assurance spread across MoEVT, VETA, NACTE, and the Tanzania Commission for Universities (TCU) with other government agencies in certain niche areas.

The TVETDP sets out a legal structure that defines the roles and responsibilities of WfD stakeholders. However, the document has not been accompanied by the resources or sustained apex-level leadership needed to reorganize the system, and responsibilities remain dispersed among different organizations and organizational units, both within and outside MoEVT.

5. Governing the System for Workforce Development

An important function of WfD authorities is to foster efficient and equitable funding of investments in workforce development, to facilitate effective skills acquisition by individuals, and to enable employers to meet their demand for skilled workers in a timely manner. The objective is to minimize systemic impediments to skills acquisition and mismatches in skills supply and demand. This section begins with a brief description of how the WfD system is organized and governed before presenting the detailed SABER-WfD findings on System Oversight and their policy implications.

5.1. Overall Institutional Landscape

Since 2008, Tanzania has implemented an education system organized into four subsectors: (1) basic education, which comprises preprimary, primary, and lower secondary; (2) high school; (3) technical and vocational education and training (TVET); and (4) higher education, as shown in table 2.

Table 2: Tanzania School System Structure			
Education level	**Age**	**Grade**	**Year**
Preprimary education	3–5	Preschool	1
Primary school	6–12	Grade 1–6	6
Lower secondary school	13–16	Form 1–4	4
High school	17–18	Form 5–6	2
TVET	17+	TVET/college	Various
Postsecondary/tertiary education	19+	University and nonuniversity	3+

Source: MoEVT 2014.

Vocational education tracks start after seven years of general schooling, although some students enter after completing lower- and upper-secondary school as well. Unlike VETA, students entering into NACTE-certified schools have a prerequisite of finishing secondary school. Both secondary vocational schools and postsecondary technical colleges allow for the continuation of education and the pursuit of formal skills acquisition in academically or vocationally oriented institutions, including at the university level.

Awards issued by VETA and NACTE are pitched to a National Vocational Qualifications Framework (see table 3). A three-level system of VETA awards known as National Vocational Training Awards (NVTA) form the lower-skill end of the framework. These are linked to a seven-level National Technical Awards system established by NACTE that runs from a Basic Technician Certificate up to the doctorate level. The NVTA and NTA together form a 10-level framework of vocational and technical education qualifications. TCU has also established a framework for general education qualifications that comprises basic, secondary, and higher education. TCU has been charged to integrate their qualifications framework and the National Vocational Qualifications Framework into one coherent, comprehensive framework, and they produced a proposal in 2010. Although this document has been updated and revised to reflect a variety of stakeholder concerns, it has yet to gain the necessary traction in government to be approved.

Table 3: National Vocational Qualifications Framework

NVTA Levels	Minimum Entry Level	Title
Level 1	Standard VII	Certificate of Competence I
Level 2	Level 1	Certificate of Competence II
Level 3	Level 2	Certificate of Competence III
NTA Levels	Minimum Entry Level	Title
Level 4	Form IV/Level 3	Basic Technician Certificate
Level 5	Level 4	Technician Certificate
Level 6	Level 5/Form VI	Ordinary Diploma
Level 7	Level 6/FTC	Higher Diploma
Level 8	Level 7	Bachelor's Degree
Level 9	Level 8	Master's Degree
Level 10	Level 9	Doctorate Degree

Source: TCU 2010, National Qualifications Framework.

Oversight for skills development is the responsibility of MoEVT. Under MoEVT, the current TVET system comprises administratively distinct offices for technical education and vocational training. The separation of technical and vocational education has historical roots extending back to Tanzania's colonial government. The legal and administrative distinction has proved difficult to bridge since independence. Legally, the VET system is governed by the Vocational Education and Training Act, which established the Vocational Education and Training Authority (VETA) as an autonomous government agency to regulate, coordinate, promote, and deliver VET. VETA ensures the quality of VET and takes care of basic and specialized training with aims to meet the needs of both the formal and the informal sectors, to foster and promote entrepreneurial values and skills, and to promote access to vocational education and training for disadvantaged groups, including females and people with disabilities. The VET Act empowers VETA to register, accredit, and assess VET institutions, set training standards and develop VET curriculum, provide financial support to VET institutions, and deliver training through its own network of Vocational Training Centers.

The current framework for governing the technical education system was established by the National Council for Technical Education Act of 1997, which created the National Council for Technical Education (NACTE) and empowered it to ensure the quality of TET delivery, to establish and make awards in technical education, and to assist the government in the review of technical education and training policies to keep pace with technological progress and economic development. Similar to VETA, NACTE is responsible for the registration, accreditation, and assessment of government and privately run technical education institutions, setting training standards and developing competency-based education and training programs, and approving curriculum developed and submitted by other organizations. Unlike VETA, NACTE does not operate its own schools or deliver training directly.

Education Financing
Skills development is funded mainly from four sources: (1) the government budgetary process, (2) employers' contributions through the Skills Development Levy, (3) development partners, and (4) end users in terms of fees. The Skills Development Levy (SDL), a 5 percent levy on formal sector employer emoluments, makes employers an important source of funding for preemployment training but does not give them a significant say in how such funds are used to support skills development. Providers also rely on student fees, but the number of students who can afford to pay out of pocket for formal vocational education is limited: The estimated cost of attending a 10-

month VETA training, including fees, accommodation, sustenance, and books, is around US$250, more than the annual household income of about 40 percent of the population. Another common source of funds among TVET and higher education providers is income-generating activities such as providing short-term training.

Public expenditure on education through MoEVT was approximately US$1.5 billion in 2013, or approximately 17 percent of government expenditure of US$8.5 billion in 2013. Of education expenditures, spending on higher education and TVET has been stable at about 25 percent of education spending since 2010. This spending has been highly skewed toward higher education: Expenditure on TVET and adult education accounted for 5 percent of this amount, with the remaining 95 percent being directed to higher education in 2013.

Beyond public expenditure through MoEVT, TVET institutions rely on several other sources of revenue. The SDL is the largest source of funding for vocational training, constituting about 87 percent of the total funding for public vocational training provision through VETA. In 2013 SDL revenue was just over US$32 million. The SDL is meant to support employer-based training as well as core VETA functions including training provision, quality assurance (registration, assessment, and certification), and development support (capacity building of teacher/instructors, provision of basic teaching equipment). However, the SDL has been partially diverted to supporting higher education: one-third of the 5 percent SDL goes to VETA training provision, and the remaining two-thirds goes to funding higher education (university and technical level) student loans/grants through the HESLB. Under current arrangements no money is made available to support employer training efforts.

The HESLB originates 97 percent of all student loans in Tanzania. In 2009, the latest year for which it was possible to obtain complete data, the HESLB disbursed just over US$60 million to just under 60,000 students studying in 51 Tanzanian postsecondary institutions.[21] Approximately 80 percent of higher education students and 75 percent of students enrolled in bachelor's programs in technical colleges receive support through the HESLB, with the median level of support amounting to 70 to 80 percent of tuition, fees, housing, materials, and meals.[22] The sustainability of the HESLB is an issue. Loans are issued at rates that are highly subsidized, meaning that they result in a loss even when repaid. Repayment is an issue as well because of poor enforcement.

In addition to MoEVT expenditure, some of the funding for skills development comes from noneducation ministries that operate technical colleges, provide skills training or extension services, or invest in training for ministry workers. Ministries whose contributions are among the largest include Agriculture; Communication, Science and Technology; Community Development, Gender and Children; Energy and Minerals; Finance; Industry, Trade and Marketing; and Natural Resources and Tourism. In total, spending on skills development related-activities among other ministries amounted to around US$160 million over the past five years, an average of US$32.5 million per annum.

5.2. SABER-WfD Ratings on System Oversight

Based on data collected by the SABER-WfD tool, Tanzania received an overall rating of 2.0 (Emerging) for System Oversight (see figure 5). This score is the average of the ratings for the underlying policy goals: ensuring efficiency and equity of funding (1.3), ensuring relevant and reliable standards (2.7), and diversifying pathways for skills acquisition (2.2).

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[21] UNESCO (2011); Bangu (2012).
[22] UNESCO (2011); URT (2013a).

Figure 5: SABER-WfD Ratings of Dimension 2
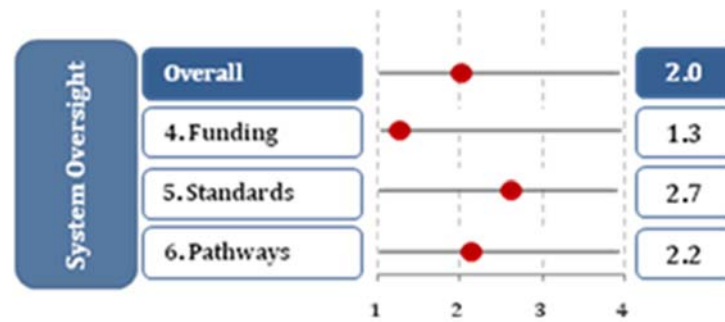
Note: See figure 2 for an explanation of the scale on the horizontal axis.

5.3. Policy Goal 4: Ensuring Efficiency and Equity in Funding

(1) Content of the Policy Goal

WfD requires a significant investment of resources by the government, households, and employers. To ensure that these resources are effectively used, it is important to examine the extent to which policies and institutional arrangements are in place to (1) ensure stable funding for effective programs in initial, continuing, and targeted VET; (2) monitor and assess equity in funding; and (3) foster partnerships with employers for funding WfD.

(2) Summary of Rating

Tanzania is rated at the Latent level on Policy Goal 4 (1.3). The rating reflects annual budgeting practices for preemployment TVET that do little to promote increasing efficiency or equity. Public support for CVET and ALMPs that support those on the fringes of the labor market is small, uncoordinated, and ad hoc. The government facilitates partnerships between training providers and employers for funding market-relevant training through the Public-Private Partnerships Act, but in practice such partnerships are limited and often arranged outside the national partnership framework. There are no recent formal reviews of the impact of funding on the beneficiaries of training programs.

(3) Detailed Findings

Public funding for TVET runs through the MoEVT general budget, the budgets of ministries, and agencies that maintain public training institutions. The SDL is also used to support TVET delivery. MoEVT funding to public providers is budgeted annually, with the next year's budget largely based on enrollments and the budget from earlier years. Public, NACTE-registered technical colleges rely largely on recurrent funding from MoEVT, the amount of which is determined through consultation with parent ministries. Some portion of the fees that public and private technical colleges charge students are paid through publicly subsidized student loans originated by HESLB, which relies heavily on allocations from the SDL to support operations. The VET system through VETA is funded largely through the SDL paid by employers. Public and private VETA-accredited institutions also rely on private sources of funding including tuition fees paid by the trainees' revenues. At the institution level, grants and loans from local and international nonprofit and development partners can also constitute a large portion of funding supporting specific programs.

Outside of student loans, public funding to TVET providers is budgeted annually and allocated based primarily on the institution's previous year budget with adjustments for enrollment. In limited instances, program alignment to national WfD priorities or a program's focus on reaching groups that face barriers to access or are expensive to serve is also considered in annual budgeting, but this practice is ad hoc and not widespread. Use of indicators such as student completion and repletion rates, job-placement rates, or innovation in service delivery that has been

employed in other systems to increase the efficiency of public expenditure is not currently seen, in part because the quality of reporting and data needed for such analyses is not always ensured. However, funding mechanisms do not promote efficiency or equity in public resource use.

Government funding available to the public for CVET is almost nonexistent. In addition, no funding is recurring for on-the-job training for SMEs or support to individuals seeking to upgrade skills or learn new ones. There is also no sustained commitment in the budget for ALMPs: Most projects that support short-term training and employment services for specific beneficiary groups are donor funded and are not necessarily coordinated with each other, and funding is not commonly sustained beyond the program term.

Very few reviews have been done on the impact of funding on beneficiaries, which limits the quality of information on the efficiency and impact on equity of funding procedures. The Ministry of Labor and Employment is the one government agency that does such reviews regularly through Integrated Labor Force Surveys, which provide information on labor force and human development. The last review was in 2006. On a yearly basis, MoEVT solicits feedback from client ministries and other private sector on the impact of programs and emerging training needs. These consultations influence the next year's programs.

5.4. Policy Goal 5: Assuring Relevant and Reliable Standards

(1) Content of the Policy Goal

The WfD system comprises a wide range of training providers offering courses at various levels in diverse fields. An effective system of standards and accreditation enables students to document what they have learned and employers to identify workers with the relevant skills. For Policy Goal 5, it is therefore important to assess the status of policies and institutions to (1) set reliable competency standards, (2) ensure the credibility of skills testing and certification, and (3) develop and enforce accreditation standards for maintaining the quality of training provision.

(2) Summary of Rating

Tanzania scored at the **Established** level for Policy Goal 5 (2.7), reflecting considerable progress in developing competency standards and establishing qualifications frameworks but also limited sectoral covering and considerable fragmentation. TVET has a qualifications framework that is managed by two regulatory authorities (VETA and NACTE). Competency standards exist for a few occupations, and some training providers offer programs utilizing competency-based curricula.

(3) Detailed Findings

Tanzania is in the middle of developing competency standards for TVET as part of a transition to more practically focused and skills-based programs. Standards are being developed by the relevant regulatory body. Dialogue on competency standards and the qualifications frameworks has involved a broad set of representatives from training providers, industry associations such as ATE and TCCIA, and government ministries and agencies. This input has extended to the elaboration of standards themselves, although the degree of private sector engagement has been somewhat variable. Competency-based standards are being phased in, and testing and certification procedures are being updated slowly.

Awards from accredited institutions generally carry weight with employers, regardless of whether they are based on competency-based standards or not, although employers note that the quality of graduates could be improved in many cases as well.

A national technical education qualifications framework was adopted in 2005. The framework has standardized technical qualifications, defining 10 clear levels and progression paths, and has harmonized accreditation

procedures to give the certificates credibility with both employers and training institutions. However, it is important to note that the regulatory environment in Tanzania is fragmented. A separate qualifications framework for academic awards is maintained by the TCU, and efforts to harmonize these frameworks have moved forward slowly, partially because of major questions about how responsibility for creating and maintaining the harmonized framework will be apportioned.

With respect to accreditation there is a similar fragmentation. Both VETA and NACTE independently accredit programs that deliver training pitched to the National Technical Education Qualifications Framework levels 1 through 3 and 4 through 7, respectively. Although the regulatory bodies have greatly improved quality assurance processes over the years through development of quality assurance and market relevancy instruments,[23] this arrangement nonetheless falls outside of commonly accepted international good practice. In addition, quality suffers, especially in sectors in which both bodies overlap, for instance, in tourism. In some instances, skills providers possess two certifications, one from each institution. When one institution seeks to close an institution for noncompliance, the institution easily manages to remain open through their other certification that they can fall back on. Private sector representatives have raised concerns that this dual system impedes uniform regulation, and VETA's role as both a regulator and a skills provider creates potential for a conflict of interest.[24]

5.5. Policy Goal 6: Diversifying Pathways for Skills Acquisition

(1) Content of the Policy Goal

In dynamic economic environments, workers need to acquire new skills and competencies as well as keep their skills up-to-date throughout their working lives. They are best served by a system of initial and continuing education and training that promotes lifelong learning by offering clear and flexible pathways for transfers across courses, progression to higher levels of training, and access to programs in other fields. For those already in the workforce, schemes for recognition of prior learning are essential to allow individuals to efficiently upgrade their skills and learn new ones. Policy Goal 6 therefore evaluates the extent to which policies and institutions are in place to (1) enable progression through multiple learning pathways, including for students in TVET streams, (2) facilitate the recognition of prior learning, and (3) provide targeted support services, particularly among the disadvantaged.

(2) Summary of Rating

Tanzania scored at an **Emerging** level for Policy Goal 6 (2.2). This reflects that progression from technical colleges to universities is possible within the same field of study and is facilitated through arrangements for formal recognition qualifications in many cases. However, in the absence of a unified national educational qualifications framework, students who enter VETA programs do not have a clear path for continuing education into technical education. In addition, support for further career and occupational development is weak, and training programs targeted for disadvantaged populations receive only ad hoc support.

(3) Detailed Findings

The certifications issued by VET institutions have some value for admission to the higher education level, but not through formal arrangements. Those graduating from certificate and degree programs at technical colleges have opportunities to continue their studies at universities in certain programs relevant to their previous study. As in many countries, TVET suffers some stigma, especially at the lower, vocational level, although training nonetheless often improves the employment prospects of graduates. There is considerable interest among the government and business community to improve the attractiveness of VET graduates through improving the quality and relevance of the training that they receive, but little sustained progress has been seen as of yet.

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[23] Association of Tanzanian Employers (2008).
[24] Association of Tanzanian Employers (2008).

The opportunities to access formal training or certifying skills for those already in the workforce are limited. However, public VTC do provide one avenue because a secondary school leaving certificate is not required for enrollment, and thus school leavers already in the labor market have an avenue back into formal training. Noneducation ministries also provide some services, such as short trainings delivered by agricultural extension officers under the Ministry of Agriculture. Considerable nonformal training opportunities are available, such as apprenticeships. The government is exploring mechanisms for granting formal recognition for such prior learning through a pilot program with the ILO, but at present this effort has certified fewer than 200 individuals and is limited in terms of geographic availability and certifications offered.

Government support for programs targeted to people with disabilities is limited to funding through the Department of Social Welfare in the Ministry of Health. These are through the annual budget, but assessments of the impact of this funding on access and outcomes are not conducted. The government provides no support for other disadvantaged populations.

6. Managing Service Delivery

Training providers, both nonstate and government, are the main channels through which the country's policies in WfD are translated into results on the ground. This section provides a brief overview of the composition of providers and the types of services available in the system before presenting the detailed SABER-WfD findings on Service Delivery and their policy implications.

6.1. Overview of the Delivery of Training Services

The formal education and training system in Tanzania includes 880 public and private vocational education and training centers, 567 public and private technical colleges, and 52 public and private higher education institutions. It enrolls approximately 141,000 vocational, 82,000 technical, and 166,000 higher education students per year. This means the total capacity of the current vocational, technical, and university system together is about 400,000 trainees.

The TVET subsector, the focus of this study, encompasses technical education and training on the one hand, and vocational education and training on the other. Technical education covers postsecondary, nonuniversity, and nontertiary education and is more advanced than vocational education, which covers basic skills for entry into a variety of low and middle skilled occupations.

At the vocational level, VETA is the single largest provider of accredited vocational training programs in the country. However, private providers outnumber VETA training centers and other public providers by a ratio of three to one (see table 4). These institutions can be categorized as follows: vocational training provided by NGOs, churches, missions, and privately run for-profit skills providers. Many private providers focus on a narrow number of qualifications and sectors, whereas public providers tend to offer a wider selection of courses. VETA currently offers training in more than 90 different trades. Among the categories of these classes are agriculture and food processing, auto mechanics, electrical mechanics, machine operations, textile production, cosmetology, carpentry, masonry, plumbing, road construction, furniture making, hospitality, and mining.

Table 4: Number of VETA Institutions by Zone and Ownership				
Zone	Private	Public	Total	Percent private
Central	39	13	52	75%
DSM	112	16	128	88
Eastern	36	16	52	69
Highlands	82	10	92	89
Lake	73	21	94	78
Northern	164	30	194	85
Southeast	15	29	44	34
Southwest	41	11	52	79
Western	24	18	42	57
Total	**586**	**164**	**750**	**78**
Source: VETA.				

In addition to these formal providers there are several other sources of vocational-level training. Public providers include Tanzania's 56 Folk Development Colleges, which provide community-based vocational, foundational, and livelihoods training, and a network of Livestock Training Institutes (LITAs) and the Ministry of Agriculture Training Institutes run by the Ministry of Agriculture.

Unlike VETA, NACTE does not own or operate training institutions. Nonetheless, about 70 percent of technical colleges are publicly owned and operated, by both the MoEVT as well as a limited number of other line ministries that operate training institutions that focus on their sector. Examples include the National Institute of Transport, the National Social Welfare Training Institute, Muhimbili Nursing & Midwifery School, Bandari College (focused on port operations), Dar es Salaam Marine Institute, and Dodoma Geological College. Furthermore, institutions have been established under the Executive Agencies Act No. 30 of 1997 such as the Water Development and Management Institute, the LITA, and the Fisheries Education and Training Institute.

Firm-based training is also found, but the proportion of firms providing such training to employees is low. The 2013 Enterprise Survey showed that only about 30 percent of firms provided training to some of their employees, and this rate had not significantly changed in 2016. This is on par with or slightly higher than neighboring countries—Burundi, Kenya, Rwanda, and Uganda—but compares unfavorably with more productive, export-oriented economies such as China, Mauritius, South Africa, and Thailand, where at least 70 percent of firms surveyed provide training. Most training by firms is provided in-house, with limited use of external providers, who may or may not be formally accredited. Informal apprenticeships also provide a route to gaining job-relevant skills in the traditional trades and crafts sector.

6.2. SABER-WfD Ratings on Service Delivery

The Policy Goals for this Dimension in the SABER-WfD framework focus on the following three aspects of service. Based on data collected by the SABER-WfD DCI, Tanzania received an overall rating of 2.1 (Emerging) for Dimension 3 (see figure 6). This score is the average of the ratings for the underlying Policy Goal 7: enabling diversity and excellence in training provision (2.4); Policy Goal 8: fostering relevance in public training programs (1.7); and Policy Goal 9: enhancing evidence-based accountability for results (2.2). The explanation for these ratings follows below.

Figure 6: SABER-WfD Ratings of Dimension 3
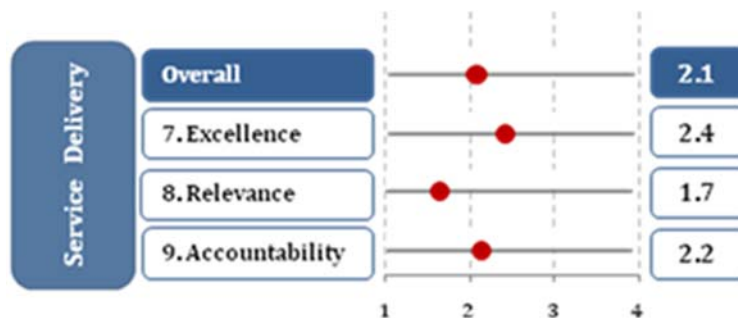
Note: See figure 2 for an explanation of the scale on the horizontal axis.

6.3. Policy Goal 7: Enabling Diversity and Excellence in Training Provision

(1) Content of the Policy Goal

Because the demand for skills is impossible to predict with precision, having a diverse pool of providers is a feature of strong WfD systems. Among nonstate providers the challenge is to temper the profit motive or other program agendas with appropriate regulation to ensure quality and relevance. Among state providers, a key concern is their responsiveness to the demand for skills from employers and students. Striking the right balance between institutional autonomy and accountability is one approach to address this concern. Policy Goal 7 takes these ideas into account and benchmarks the system according to the extent to which policies and institutional arrangements are in place to (1) encourage and regulate nonstate provision of training and (2) foster excellence in public training provision by combining incentives and autonomy in the management of public institutions.

(2) Summary of Rating

Tanzania scored at the Emerging level for Policy Goal 7 (2.4). This score weighs an Established rating for encouraging and regulating nonstate provision with an Emerging rating for the management of public training institutions. A diversity of nonstate providers are active in the training market, despite few government incentives to encourage nonstate provision. Although many providers are registered and licensed, meaning that some measures are in place for quality assurance, capacity for enforcement is limited. With regard to public training provision, few measures are in place to ensure quality in service delivery such as explicit performance targets or financial or nonfinancial incentives for performance, although institution-level governance structures do provide some means for oversight.

Public training institutions are governed by a management board and are allowed to generate revenues. However, the government uses ad hoc processes informed by some assessment of implementation constraints (e.g., funding, capacity) to open and close programs.

(3) Detailed Findings

A variety of nonstate training providers are allowed to deliver vocational and technical training. These include for-profit schools and universities and nonprofit organizations such as labor organizations, faith-based organizations, and national and international NGOs. In 2009, 84 percent of VETA-registered institutions and 65 percent of NACTE-registered institutions were privately held. Eighty-six percent of VETA's operational budget is allocated to its own institutions, while the remaining 14 percent goes to support the privately run schools.[25] This support generally consists of indirect support (e.g., curriculum development, testing materials, and technical assistance).

Regardless of the type of training, few government incentives are available to encourage nonstate provision beyond the availability of public funds, in the form of both budget support and scholarships. A forthcoming National Skills Strategy may help create additional market-driven mechanisms for expanding the number of training places and promoting access among underserved groups.

Most private providers serving the formal TVET market are registered and accredited by VETA and NACTE, although informal classroom and work-based training and traditional apprenticeships for which there is not a regulatory body proceed with little or no oversight. Registration and accreditation serve as the primary mechanisms for quality assurance. To gain accreditation, providers must provide evidence that they have adequate financial resources and facilities and that training programs and staff meet government requirements. Accreditation allows institutions to issue government-recognized credentials and makes available certain government funding sources including, in the case of technical colleges, the ability to enroll the sizeable number of students receiving support through Tanzania's HESLB. Nonstate providers are required to report administrative data to authorities and submit to periodic audits and facilities inspections. Institutions that do not comply or are found deficient can be deregistered, although examples of this happening are not particularly common. A three-tiered registration structure means that some institutions that do not meet the criteria for full registration are nonetheless able to continue to operate under preparatory or provision registrations for at least some period.

Public providers are subject to the same quality assurance measures as private ones. The government sets no explicit targets with respect to the quality of education or graduate labor market success. Public providers have only limited autonomy in operations, because many decisions with respect to staffing such as remuneration and the experience and certifications required of applicants are set centrally. Program and curriculum creation and revision is also done centrally, in part because the investments in expertise and industry consultation required

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[25] Association of Tanzanian Employers (2011).

may stretch the abilities of individual schools. Some school heads do report informal efforts to tweak curricula to meet local labor market needs, and schools enjoy broader formal autonomy with respect to generating and retaining revenue through additional income-generating activities and the delivery of nonaccredited short-term courses. The presence of functioning boards for most public institutions provides an additional level of local quality assurance and control.

6.4. Policy Goal 8: Fostering Relevance in Public Training Programs

(1) Content of the Policy Goal

Public training institutions need reliable information on current and emerging skills demands to keep their program offerings relevant to market conditions. It is therefore desirable for public training institutions to establish and maintain relationships with employers, industry associations, and research institutions. Such partners are a source of both information about skills competencies and expertise and advice on curriculum design and technical specifications for training facilities and equipment. They can also help create opportunities for workplace training for students and continuing professional development for instructors and administrators. Policy Goal 8 considers the extent to which arrangements are in place for public training providers to (1) benefit from industry and expert input in the design of programs and (2) recruit administrators and instructors with relevant qualifications and support their professional development.

(2) Summary of Rating

Tanzania scored at the **Latent** level of development for Policy Goal 8 (1.7). Although the private sector is encouraged to participate in the curriculum design process within NACTE and VETA, only informal links exist between public training institutions and industry, resulting in limited involvement of industry in curriculum design and in the specification of standards for training facilities. Links between public training providers and research institutions are rare. The score on this goal also reflects the fact that previous industry experience is not a criterion for the recruitment of instructors and administrators of public training institutions. In addition, instructors often have limited access to opportunities for professional development.

(3) Detailed Findings

Links between training providers and industry are weak, hampering the development of a demand-driven training system. Heads of training institutions generally report that they seek to forge links with local employers, especially around securing training placements to afford students practical experience. However, many struggle to attract sufficient employer interest, and resulting links are most often informal or weak. At the central level, industry representatives provide inputs for the creation of occupational standards, curricula, and measures for quality assurance through participation in VETA and NACTE boards and Advisory/Expert Committees. These arrangements provide an opportunity for industry input on course development and review. However, in the absence of more robust partnerships at the provider level, the impact of these efforts on increasing the relevance of training to local employers' needs is limited. In addition, the lack of reliable labor market data, from either industry or other sources, makes it difficult for providers to align program offerings with skills demand.

Provisions for recruiting and supporting administrators and teachers currently fall short of good practice. Minimum standards for recruiting instructors are set by MoEVT and apply to staff of both state and nonstate providers. These standards pertain largely to academic qualifications and, especially for head of schools, teaching experience. In general, stakeholders report difficulty attracting and retaining staff with extensive workplace experience, and it is not uncommon to hear of high-performing students in a given course being hired on as a teacher upon completion. For those seeking to teach in a government-owned VTC, VETA operates an established teacher training college in Morogoro: the Morogoro Vocational Instructors Training College. VTC instructors are required to go through this program, which provides coursework on pedagogy and gives trainees practical

experience through training workshops or in the field. However, VETA's own internal review has identified this as often being inadequate, especially with equipment and facilities not up to the required standard.

Once hired, in-service training opportunities for staff are rare, especially those focused on building technical skills or providing industry exposure through in-service internships. Teachers must often pay for their participation in these qualification courses without support from the school budget. Financial constraints also restrict the number of substitute teachers available to replace those instructors who choose to enroll in qualification training. In postsecondary education, the situation is complicated by the fact that the majority of schools are private, and the availability of money for professional qualifications is even more restricted. In regard to adult education, vocational training centers, which provide the majority of such services, are not required to provide teachers with opportunities for further training.

6.5. Policy Goal 9: Enhancing Evidence-Based Accountability for Results

(1) Content of the Policy Goal

Systematic monitoring and evaluation of service delivery are important for both quality assurance and system improvement. Accomplishing this function requires gathering and analyzing data from a variety of sources. The reporting of institutional level data enables the relevant authorities to ensure that providers are delivering on expected outcomes. Such data also enable these authorities to identify gaps or challenges in training provision or areas of good practice. Additionally, periodic surveys and evaluations of major programs generate complementary information that can help enhance the relevance and efficiency of the system as a whole. Policy Goal 9 considers these ideas when assessing the system's arrangements for collecting and using data to focus attention on training outcomes, efficiency, and innovation in service delivery.

(2) Summary of Rating

Tanzania scored at the **Emerging** level for Policy Goal 9 (2.2). There is a legal requirement for collection of basic provider-level data, and many, although not all, of government-registered providers make the necessary submissions. However, data needed to monitor system outputs, assess system efficiency, or identify good practice are not available, and significant gaps exist in reporting by nonstate providers. The government does not consolidate data in a system-wide database, and even basic administrative data often have gaps or are several years out of date by the time the data are available for use by other government agencies or the public.

(3) Detailed Findings

Available data are at a level where only a cursory system-level analysis would be possible. Administrative data on funds reconciliation, salaries, assets, and student enrollments are collected from providers accredited by the various regulatory agencies, although the completeness of reporting varies somewhat. Despite some coordination challenges, available basic administrative data from across these agencies are consolidated by the MoEVT and published as part of the Basic Education Statistics for Tanzania (BEST), Tanzania's annual education data book. However, the nonformal training provided by unregistered providers and formal and informal businesses is not captured in this information, making an important source of training relied upon by many Tanzanian youth and employers relatively opaque.

Administrative data are only occasionally used to assess the performance of individual institutions. These are mostly basic data elements driven by the requirements of internal auditing and the annual government budgeting process. While the Big Results Now program has emphasized key performance indicators and the monitoring necessary to measure progress against them, this has not yet extended to TVET or higher education. Tanzania's workforce development system has no clear performance indicators and adequate mechanisms for monitoring and evaluation. In general, the data available to the MoEVT are not of sufficient breadth or quality to allow more in-depth system-wide analyses of outcomes or efficiency in spending.

Few evaluations have been made of specific training programs, often under donor-funded programs. No evidence suggests that this is done at regular intervals. However, initiatives in recent years have sought to improve the information systems for both supply and demand. In particular, the current TVETDP envisions a major expansion of such activities. Under this program, the government will be required to collect and analyze information necessary to measure the progress of training activities against program input, process, output, and outcome indicators. This plan will require all beneficiaries to develop more detailed monitoring and evaluation plans. Such a program constitutes a major expansion in the breadth and intensity of data collection and will make major demands of the program implementation coordinating team that will be put in place to ensure consistency in reporting and dissemination of lessons learned as well as individual providers.

Annex 1: Acronyms

ALMP	Active Labor Market Program
ATE	Association of Tanzania Employers
BEST	Basic Education Statistics for Tanzania
CVET	Continuing Vocational Education and Training
DCI	Data Collection Instrument
ESDP	Education Sector Development Programme
GPD	Gross Domestic Product
HESLB	Higher Education Student Loans Board
ILO	International Labour Organisation
LITA	Livestock Training Institute
LMIS	Labor Market Information System
MKUKUTA	Mkakati wa Kukuza Uchumi na Kupunguz aUmaskini, Tanzania
MoEVT	Ministry of Education and Vocational Training
MoF	Ministry of Finance
MoLE	Ministry of Labour and Employment
NACTE	National Council for Technical Education
NGO	Nongovernmental Organization
NQF	National Qualification Framework
NVTA	National Vocational Training Awards
OJT	On-the-Job Training
PO-PC	President's Office Planning Commission
RPL	Recognition of Prior Learning
SABER	Systems Approach for Better Education Results
SDL	Skills Development Levy
SSA	Sub-Saharan Africa
TCCIA	Tanzania Chambers for Commerce, Industries and Agriculture
TCU	Tanzania Commission for Universities
TET	Technical Education and Training
TVET	Technical and Vocational Education and Training
TVETDP	Technical and Vocational Education and Training Development Programme
URT	United Republic of Tanzania
VET	Vocational Education and Training
VETA	Vocational Education and Training Authority
VTC	Vocational Training Center
WfD	Workforce Development

Annex 2: The SABER-WfD Analytical Framework

		Policy Goal	Policy Action	Topic	
Dimension 1	**Strategic Framework**	G1 — Setting a Strategic Direction	Provide sustained advocacy for WfD at the top leadership level	G1_T1	Advocacy for WfD to Support Economic Development
				G1_T2	Strategic Focus and Decisions by the WfD Champions
		G2 — Fostering a Demand-Led Approach	Establish clarity on the demand for skills and areas of critical constraint	G2_T1	Overall Assessment of Economic Prospects and Skills Implications
				G2_T2	Critical Skills Constraints in Priority Economic Sectors
			Engage employers in setting WfD priorities and in enhancing skills-upgrading for workers	G2_T3	Role of Employers and Industry
				G2_T4	Skills-Upgrading Incentives for Employers
				G2_T5	Monitoring of the Incentive Programs
		G3 — Strengthening Critical Coordination	Formalize key WfD roles for coordinated action on strategic priorities	G3_T1	Roles of Government Ministries and Agencies
				G3_T2	Roles of Non-Government WfD Stakeholders
				G3_T3	Coordination for the Implementation of Strategic WfD Measures
Dimension 2	**System Oversight**	G4 — Ensuring Efficiency and Equity in Funding	Provide stable funding for effective programs in initial, continuing, and targeted vocational education and training	G4_T1	Overview of Funding for WfD
				G4_T2	Recurrent Funding for Initial Vocational Education and Training (IVET)
				G4_T3	Recurrent Funding for Continuing Vocational Education and Training Programs (CVET)
				G4_T4	Recurrent Funding for Training-Related Active Labor Market Programs (ALMPs)
			Monitor and enhance equity in funding for training	G4_T5	Equity in Funding for Training Programs
			Facilitate sustained partnerships between training institutions and employers	G4_T6	Partnerships between Training Providers and Employers
		G5 — Assuring Relevant and Reliable Standards	Broaden the scope of competency standards as a basis for developing qualifications frameworks	G5_T1	Competency Standards and National Qualifications Frameworks
				G5_T2	Competency Standards for Major Occupations
			Establish protocols for assuring the credibility of skills testing and certification	G5_T3	Occupational Skills Testing
				G5_T4	Skills Testing and Certification
				G5_T5	Skills Testing for Major Occupations
			Develop and enforce accreditation standards for maintaining the quality of training provision	G5_T6	Government Oversight of Accreditation
				G5_T7	Establishment of Accreditation Standards
				G5_T8	Accreditation Requirements and Enforcement of Accreditation Standards
				G5_T9	Incentives and Support for Accreditation
		G6		G6_T1	Learning Pathways

		Diversifying Pathways for Skills Acquisition	Promote educational progression and permeability through multiple pathways, including for TVET students	G6_T2	Public Perception of Pathways for TVET
			Facilitate lifelong learning through articulation of skills certification and recognition of prior learning	G6_T3	Articulation of Skills Certification
				G6_T4	Recognition of Prior Learning
			Provide support services for skills acquisition by workers, job seekers, and the disadvantaged	G6_T5	Support for Further Occupational and Career Development
				G6_T6	Training-Related Provision of Services for the Disadvantaged
Dimension 3	**Service Delivery**	G7	Enabling Diversity and Excellence in Training Provision	Encourage and regulate nonstate provision of training	G7_T1	Scope and Formality of Non-State Training Provision
					G7_T2	Incentives for Non-State Providers
					G7_T3	Quality Assurance of Non-State Training Provision
					G7_T4	Review of Policies toward Non-State Training Provision
				Combine incentives and autonomy in the management of public training institutions	G7_T5	Targets and Incentives for Public Training Institutions
					G7_T6	Autonomy and Accountability of Public Training Institutions
					G7_T7	Introduction and Closure of Public Training Programs
		G8	Fostering Relevance in Public Training Programs	Integrate industry and expert input into the design and delivery of public training programs	G8_T1	Links between Training Institutions and Industry
					G8_T2	Industry Role in the Design of Program Curricula
					G8_T3	Industry Role in the Specification of Facility Standards
					G8_T4	Links between Training and Research Institutions
				Recruit and support administrators and instructors for enhancing the market relevance of public training programs	G8_T5	Recruitment and In-Service Training of Heads of Public Training Institutions
					G8_T6	Recruitment and In-Service Training of Instructors of Public Training Institutions
		G9	Enhancing Evidence-Based Accountability for Results	Expand the availability and use of policy-relevant data for focusing providers' attention on training outcomes, efficiency, and innovation	G9_T1	Administrative Data from Training Providers
					G9_T2	Survey and Other Data
					G9_T3	Use of Data to Monitor and Improve Program and System Performance

Annex 3: Rubrics for Scoring the SABER-WfD Data

Functional Dimension 1: Strategic Framework				
Policy Goal	**Level of Development**			
	Latent	**Emerging**	**Established**	**Advanced**
G1: Setting a Strategic Direction for WfD	Visible champions for WfD are either **absent** or take **no specific action** to advance strategic WfD priorities.	**Some** visible champions provide **ad hoc** advocacy for WfD and have acted on **few** interventions to advance strategic WfD priorities; **no arrangements** exist to monitor and review implementation progress.	**Government leaders** exercise **sustained** advocacy for WfD with **occasional, ad hoc** participation from **nongovernment leaders;** their advocacy focuses on **selected** industries or economic sectors and manifests itself through **a range** of specific interventions**;** implementation progress is monitored, albeit through **ad hoc** reviews.	**Both government and nongovernment leaders** exercise **sustained** advocacy for WfD and rely on **routine, institutionalized** processes to collaborate on **well-integrated** interventions to advance a **strategic, economy-wide** WfD policy agenda; implementation progress is monitored and reviewed through **routine, institutionalized** processes**.**

Functional Dimension 1: Strategic Framework			
Policy Goal	Level of Development		
	Latent	Emerging	Established	Advanced
G2: Fostering a Demand-Led Approach to WfD	There is **no assessment** of the country's economic prospects and their implications for skills; industry and employers have a **limited or no role** in defining strategic WfD priorities and receive **limited** support from the government for skills upgrading.	**Some ad hoc** assessments exist on the country's economic prospects and their implications for skills; **some** measures are taken to address critical skills constraints (e.g., incentives for skills upgrading by employers); the government makes **limited** efforts to engage employers as strategic partners in WfD.	**Routine** assessments based on **multiple data sources** exist on the country's economic prospects and their implications for skills; a **wide range** of measures with **broad** coverage are taken to address critical skills constraints; the government recognizes employers as strategic partners in WfD, **formalizes** their role, and **provides support** for skills upgrading through incentive schemes that are **reviewed and adjusted**.	A rich array of **routine and robust** assessments by **multiple stakeholders** exists on the country's economic prospects and their implications for skills; the information provides a basis for a **wide range** of measures with **broad** coverage that address critical skills constraints; the government recognizes employers as strategic partners in WfD, **formalizes** their role, and **provides support** for skills upgrading through incentives, including some form of a **levy-grant scheme**, that are **systematically reviewed** for impact and **adjusted** accordingly.

Functional Dimension 1: Strategic Framework				
Policy Goal	**Level of Development**			
	Latent	Emerging	Established	Advanced
G3: Strengthening Critical Coordination for Implementation	Industry/employers have a **limited or no role** in defining strategic WfD priorities; the government either provides **no incentives** to encourage skills upgrading by employers or conducts **no reviews** of such incentive programs.	Industry/employers help define WfD priorities on an **ad hoc** basis and make **limited** contributions to address skills implications of major policy/investment decisions; the government provides **some** incentives for skills upgrading for formal and informal sector employers; if a levy-grant scheme exists its coverage is **limited**; incentive programs are **not systematically** reviewed for impact.	Industry/employers help define WfD priorities on a **routine** basis and make **some** contributions in **selected** areas to address the skills implications of major policy/investment decisions; the government provides **a range** of incentives for skills upgrading for all employers; a levy-grant scheme with **broad** coverage of formal sector employers exists; incentive programs are **systematically** reviewed and **adjusted;** an annual report on the levy-grant scheme is published with **a time lag**.	Industry/employers help define WfD priorities on a **routine** basis and make **significant** contributions in **multiple** areas to address the skills implications of major policy/investment decisions; the government provides **a range** of incentives for skills upgrading for all employers; a levy-grant scheme with **comprehensive** coverage of formal sector employers exists; incentive programs to encourage skills upgrading are **systematically** reviewed for **impact on skills and productivity** and are **adjusted** accordingly; an annual report on the levy-grant scheme is published in **a timely fashion**.

Functional Dimension 2: System Oversight			
Policy Goal	**Level of Development**		
	Latent	**Emerging**	**Established**	**Advanced**

Policy Goal	Latent	Emerging	Established	Advanced
G4: Ensuring Efficiency and Equity in Funding	The government funds IVET, CVET, and ALMPs (but not OJT in SMEs) based on **ad hoc** budgeting processes but takes **no action** to facilitate formal partnerships between training providers and employers; the impact of funding on the beneficiaries of training programs has **not been recently reviewed**.	The government funds IVET, CVET (including OJT in SMEs), and ALMPs; funding for IVET and CVET follows **routine** budgeting processes involving **only government officials** with allocations determined largely by the **previous year's budget**; funding for ALMPs is decided by government officials on an **ad hoc** basis and targets **select** population groups through various channels; the government takes **some** action to facilitate **formal** partnerships between individual training providers and employers; recent reviews considered the impact of funding on **only training-related indicators** (e.g. enrollment, completion), which stimulated dialogue among **some** WfD stakeholders.	The government funds IVET, CVET (including OJT in SMEs), and ALMPs; funding for IVET is **routine** and based on **multiple** criteria, including evidence of program effectiveness; recurrent funding for CVET relies on **formal** processes with **input** from key stakeholders and annual reporting **with a lag**; funding for ALMPs is determined through a **systematic** process with **input** from key stakeholders; ALMPs target **diverse** population groups through various channels and are reviewed for impact but follow-up is **limited**; the government takes action to facilitate **formal** partnerships between training providers and employers at **multiple** levels (institutional and systemic); recent reviews considered the impact of funding **on both** training-related indicators and labor market outcomes; the reviews stimulated dialogue among WfD stakeholders, and **some** recommendations were implemented.	The government funds IVET, CVET (including OJT in SMEs), and ALMPs; funding for IVET is **routine** and based on **comprehensive** criteria, including evidence of program effectiveness, that are **routinely reviewed and adjusted**; recurrent funding for CVET relies on **formal** processes with **input** from key stakeholders and **timely annual reporting**; funding for ALMPs is determined through a **systematic** process with **input** from key stakeholders; ALMPs target **diverse** population groups through various channels and are reviewed for impact and **adjusted** accordingly; the government takes action to facilitate **formal** partnerships between training providers and employers at **all levels** (institutional and systemic); recent reviews considered the impact of funding on a **full range** of training-related indicators and labor market outcomes; the reviews stimulated **broad-based** dialogue among WfD stakeholders and **key** recommendations were implemented.

Functional Dimension 2: System Oversight				
Policy Goal	**Level of Development**			
	Latent	**Emerging**	**Established**	**Advanced**
G5: Assuring Relevant and Reliable Standards	Policy dialogue on competency standards and/or the NQF occurs on an **ad hoc** basis with **limited** engagement of key stakeholders; competency standards have **not been defined**; skills testing for major occupations is **mainly theory-based** and certificates awarded are recognized by **public sector employers only** and have **little** impact on employment and earnings; **no system** is in place to establish accreditation standards.	**A few** stakeholders engage in **ad hoc** policy dialogue on competency standards and/or the NQF; competency standards exist for a **few** occupations and are used by **some** training providers in their programs; skills testing is competency-based for a **few** occupations but for the most part is **mainly theory-based**; certificates are recognized by **public and some private sector employers** but have **little impact** on employment and earnings; the accreditation of training providers is supervised by a **dedicated office** in the relevant ministry; private providers are required to be accredited, however, accreditation standards are **not consistently publicized or enforced**; providers are offered **some** incentives to seek and retain accreditation.	**Numerous** stakeholders engage in policy dialogue on competency standards and/or the NQF through **institutionalized** processes; competency standards exist for **most** occupations and are used by **some** training providers in their programs; the NQF, if in place, covers **some** occupations and **a range** of skill levels; skills testing for **most** occupations follows standard procedures, is competency-based and assesses **both theoretical knowledge and practical skills**; certificates are recognized by **both public and private sector employers** and **may impact** employment and earnings; the accreditation of training providers is supervised by a **dedicated agency** in the relevant ministry; the agency is responsible for defining accreditation standards with **stakeholder input**; standards are reviewed on an **ad hoc** basis and are publicized or enforced to **some** extent; all providers receiving public funding must be accredited; providers are offered **incentives** and **limited support** to seek and retain accreditation.	**All key** stakeholders engage in policy dialogue on competency standards and/or the NQF through **institutionalized** processes; competency standards exist for **most** occupations and are used by training providers in their programs; the NQF, if in place, covers **most** occupations and a **wide range** of skill levels; skills testing for **most** occupations follows standard procedures, is competency-based, and assesses **both theoretical knowledge and practical skills**; **robust protocols**, including **random audits**, ensure the credibility of certification; certificates are **valued by most employers** and **consistently improve** employment prospects and earnings; the accreditation of training providers is supervised by a **dedicated agency** in the relevant ministry; the agency is responsible for defining accreditation standards **in consultation with stakeholders**; standards are reviewed following **established protocols** and are publicized and **routinely** enforced; all training providers are required as well as offered **incentives and support** to seek and retain accreditation.

Functional Dimension 2: System Oversight			
Policy Goal	**Level of Development**		
	Latent	**Emerging**	**Established**	**Advanced**

	Latent	Emerging	Established	Advanced
G6: Diversifying Pathways for Skills Acquisition	Students in technical and vocational education have **few or no options** for further formal skills acquisition beyond the secondary level, and the government takes **no action** to improve public perception of TVET; certificates for technical and vocational programs are **not recognized** in the NQF; qualifications certified by non-Education ministries are **not recognized** by formal programs under the Ministry of Education; recognition of prior learning receives **limited** attention; the government provides **practically no support** for further occupational and career development, or for training programs for disadvantaged populations.	Students in technical and vocational education can only progress to **vocationally oriented, non-university programs**; the government takes **limited** action to improve public perception of TVET (e.g., diversifying learning pathways); **some** certificates for technical and vocational programs are recognized in the NQF; **few** qualifications certified by non-Education ministries are recognized by formal programs under the Ministry of Education; policy makers pay **some** attention to the recognition of prior learning and provide the public with **some** information on the subject; the government offers **limited** services for further occupational and career development through **stand-alone local service centers** that are **not integrated** into a system; training programs for disadvantaged populations receive **ad hoc** support.	Students in technical and vocational education can progress to **vocationally oriented programs, including at the university level**; the government takes **some** action to improve public perception of TVET (e.g., diversifying learning pathways and improving program quality) and reviews the impact of such efforts on an **ad hoc** basis; **most** certificates for technical and vocational programs are recognized in the NQF; a **large number** of qualifications certified by non-Education ministries are recognized by formal programs under the Ministry of Education, albeit **without the granting of credits**; policy makers give **some** attention to the recognition of prior learning and provide the public with **some** information on the subject; a **formal association** of stakeholders provides **dedicated** attention to adult learning issues; the government offers **limited** services for further occupational and career development, which are available through an **integrated network of centers**; training programs for disadvantaged populations receive **systematic** support and are reviewed for impact on an **ad hoc** basis.	Students in technical and vocational education can progress to **academically or vocationally oriented programs**, **including at the university level**; the government takes **coherent** action on **multiple fronts** to improve public perception of TVET (e.g., diversifying learning pathways and improving program quality and relevance, with the support of a media campaign) and **routinely** reviews and **adjusts** such efforts to maximize their impact; **most** certificates for technical and vocational programs are recognized in the NQF; a **large number** of qualifications certified by non-Education ministries are recognized and **granted credits** by formal programs under the Ministry of Education; policy makers give **sustained** attention to the recognition of prior learning and provide the public with **comprehensive** information on the subject; a **national organization** of stakeholders provides **dedicated** attention to adult learning issues; the government offers a **comprehensive menu** of services for further occupational and career development, **including online resources**, which are available through an **integrated network of centers**; training programs for disadvantaged populations receive **systematic** support with **multiyear budgets** and are **routinely** reviewed for impact and **adjusted** accordingly.

Functional Dimension 3: Service Delivery			
Policy Goal	**Level of Development**		
	Latent	Emerging	Established	Advanced
G7: Enabling Diversity and Excellence in Training Provision	There is **no diversity** of training provision as the system is largely comprised of **public providers** with **limited or no autonomy**; training provision is **not informed** by formal assessment, stakeholder input, or performance targets.	There is **some** diversity in training provision; nonstate providers operate with **limited** government incentives and **governance** over registration, licensing, and quality assurance; public training is provided by institutions with **some** autonomy and informed by **some** assessment of implementation constraints, stakeholder input, and basic targets.	There is **diversity** in training provision; nonstate training providers, **some** registered and licensed, operate within **a range** of government incentives, **systematic** quality assurance measures, and **routine** reviews of government policies toward nonstate training providers; public providers, mostly governed by management boards, have **some** autonomy; training provision is informed by **formal analysis** of implementation constraints, stakeholder input, and basic targets; lagging providers receive **support,** and exemplary institutions are **rewarded**.	There is **broad** diversity in training provision; nonstate training providers, **most** registered and licensed, operate with **comprehensive** government incentives, **systematic** quality assurance measures and **routine** review and **adjustment** of government policies toward nonstate training providers; public providers, mostly governed by management boards, have **significant** autonomy; decisions about training provision are **time-bound** and informed by **formal assessment** of implementation constraints; stakeholder input and use of a **variety of measures** to incentivize performance include support, rewards and performance-based funding.

Functional Dimension 3: Service Delivery			
Policy Goal	**Level of Development**		
	Latent	**Emerging**	**Established**	**Advanced**
G8: Fostering Relevance in Public Training Programs	There are **few or no attempts** to foster relevance in public training programs through encouraging links between training institutions, industry, and research institutions or through setting standards for the recruitment and training of heads and instructors in training institutions.	Relevance of public training is enhanced through **informal** links between **some** training institutions, industry, and research institutions, including **input** into the design of curricula and facility standards; heads and instructors are recruited on the basis of **minimum academic standards** and have **limited** opportunities for professional development.	Relevance of public training is enhanced through **formal** links between **some** training institutions, industry, and research institutions, leading to collaboration in **several** areas including but not limited to the design of curricula and facility standards; heads and instructors are recruited on the basis of **minimum academic and professional standards** and have **regular** access to opportunities for professional development.	Relevance of public training is enhanced through **formal** links between **most** training institutions, industry, and research institutions, leading to **significant** collaboration in a **wide range** of areas; heads and instructors are recruited on the basis of **minimum academic and professional standards** and have **regular** access to **diverse** opportunities for professional development, including **industry attachments** for instructors.

Functional Dimension 3: Service Delivery

Policy Goal	Level of Development			
	Latent	**Emerging**	**Established**	**Advanced**
G9: Enhancing Evidence-based Accountability for Results	There are **no specific** data collection and reporting requirements, but training providers maintain their **own databases;** the government **does not conductor sponsor** skills-related surveys or impact evaluations and **rarely** uses data to monitor and improve system performance.	Training providers collect and report **administrative** data and there are **significant** gaps in reporting by nonstate providers; **some** public providers issue annual reports, and the government **occasionally** sponsors or conducts skills-related surveys; the government **does not consolidate data** in a system-wide database and uses **mostly administrative data** to monitor and improve system performance; the government publishes information on graduate labor market outcomes for **some** training programs.	Training providers collect and report **administrative and other** data (e.g., job placement statistics, earnings of graduates), and there are **some** gaps in reporting by nonstate providers; **most** public providers issue internal annual reports and the government **routinely** sponsors skills-related surveys; the government consolidates data in a **system-wide database** and uses **administrative data** and information from **surveys** to monitor and improve system performance; the government publishes information on graduate labor market outcomes for **numerous** training programs.	Training providers collect and report **administrative and other** data (e.g., job placement statistics, earnings of graduates)and there are **few** gaps in reporting by nonstate providers; **most** public providers issue **publicly available** annual reports, and the government **routinely** sponsors or conducts skills-related surveys and impact evaluations; the government consolidates data in a **system-wide, up-to-date database** and uses **administrative data**, information from **surveys and impact evaluations** to monitor and improve system performance; the government publishes information on graduate labor market outcomes for **most** training programs **online**.

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Annex 5: SABER-WfD Scores for Tanzania

		Policy Goal		Policy Action		Topic	
Dimension 1	2.0	G1	2.0	Provide sustained advocacy for WfD at the top leadership level	2.0	G1_T1	2
						G1_T2	2
		G2	1.8	Establish clarity on the demand for skills and areas of critical constraint	2.0	G2_T1	2
						G2_T2	2
				Engage employers in setting WfD priorities and in enhancing skills-upgrading for workers	1.7	G2_T3	2
						G2_T4	2
						G2_T5	1
		G3	2.3	Formalize key WfD roles for coordinated action on strategic priorities	2.3	G3_T1	2
						G3_T2	3
						G3_T3	2
Dimension 2	2.0	G4	1.3	Provide stable funding for effective programs in initial, continuing, and targeted vocational education and training	1.7	G4_T1	info
						G4_T2	2
						G4_T3	1
						G4_T4	2
				Monitor and enhance equity in funding for training	1.0	G4_T5_IVET	1
						G4_T5_CVET	1
						G4_T5_ALMP	1
				Facilitate sustained partnerships between training institutions and employers	2.0	G4_T6	2
		G5	3.0	Broaden the scope of competency standards as a basis for developing qualifications frameworks	2.5	G5_T1	2
						G5_T2	3
				Establish protocols for assuring the credibility of skills testing and certification	3.3	G5_T3	2
						G5_T4	4
						G5_T5	4
				Develop and enforce accreditation standards for maintaining the quality of training provision	3.0	G5_T6	info
						G5_T7	3
						G5_T8	3
						G5_T9	3
		G6	2.2	Promote educational progression and permeability through multiple pathways, including for TVET students	2.5	G6_T1	3
						G6_T2	2
				Strengthen the system for skills certification and recognition	2.5	G6_T3	3
						G6_T4	2
				Enhance support for skills acquisition by workers, job-seekers, and the disadvantaged	1.5	G6_T5	1
						G6_T6	2

Dimension 3	2.1	G7	2.4	Encourage and regulate nonstate provision of training	2.8	G7_T1	4
						G7_T2	3
						G7_T3	3
						G7_T4	1
				Combine incentives and autonomy in the management of public training institutions	2.0	G7_T5	1
						G7_T6	2
						G7_T7	3
		G8	1.7	Integrate industry and expert input into the design and delivery of public training programs	1.5	G8_T1	2
						G8_T2	2
						G8_T3	1
						G8_T4	1
				Recruit and support administrators and instructors for enhancing the market relevance of public training programs	2.0	G8_T5	2
						G8_T6	2
		G9	2.2	Expand the availability and use of policy-relevant data for focusing providers' attention on training outcomes, efficiency, and innovation	2.2	G9_T1	2.5
						G9_T2	2
						G9_T3	2

Annex 6: Authorship and Acknowledgments

This report is the product of collaboration between Nichoderms B. Mwaduma and staff at the World Bank comprising Alexandria Valerio, leader of the SABER-WfD Team, as well as Ryan Peter Flynn and Ravinder Madron Casley Gera, both consultants in the Education Global Practice. Nichoderms B. Mwaduma collected the data using the SABER-WfD data collection instrument and prepared initial drafts of the report; the Bank team scored the data, designed the template for the report, and made substantive contributions to the draft write-up. Ryan Flynn provided suggestions and feedback throughout the data collection and validation process and produced the final version of this report.

The research team acknowledges the support of all who have contributed to the report and its findings, including informants, survey respondents, and participants at various consultation workshops, particularly Prof. Tolly S. A. Mbwette, Chairman of the National Applied Science, Engineering and Technology Technical Committee (NASET), Prof. Sylvia Temu, NASET Technical Committee Co-Chairperson and Director of Higher Education, and Eng. Thomas Katebalirwe, Director of TVET, MoEVT. Others include Francisco Marmolejo, leader of the SABER-WfD Team in 2014, and Viviana V. Roseth and Audrene Eloit, members of the SABER-WfD team at the World Bank. The research team gratefully acknowledges the generous financial support of the government of the United Kingdom through its Department of International Development's Partnership for Education Development with the World Bank, which makes it possible for the SABER-WfD team to provide technical support to the principal investigator in the form of standardized tools for and guidance on data collection, analysis, and reporting. The team also acknowledges the generous financial support of the government of Tanzania and through the World Bank–funded Science, Technology and Higher Education Project–Additional Financing (STHEP-AF) in supporting the country-specific aspects of this research.

The **Systems Approach for Better Education Results (SABER)** initiative collects data on the policies and institutions of education systems around the world and benchmarks them against practices associated with student learning. SABER aims to give all parties with a stake in educational results—from students, administrators, teachers, and parents to policymakers and business people—an accessible, detailed, objective snapshot of how well the policies of their country's education system are oriented toward ensuring that all children and youth learn.

This report focuses specifically on policies in the area of **Workforce Development**.

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