



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



**PERFORMANCE AUDIT REPORT ON ACCESS TO QUALITY VOCATIONAL  
EDUCATION AND TRAINING**



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

**March, 2020**





## THE UNITED REPUBLIC OF TANZANIA NATIONAL AUDIT OFFICE



To be a highly regarded Institution that excels in Public Sector Auditing

### **Mission**

To provide high-quality audit services that improves public sector performance, accountability, and transparency in the management of public resources

### **Core Values**

In providing quality service, National Audit Office shall be guided by the following Core Values:

#### **Objectivity**

To be an impartial entity, that offers services to our clients in an unbiased manner

We aim to have our own resources in order to maintain our independence and fair status

#### **Excellence**

We are striving to produce high-quality audit services based on best practices

#### **Integrity**

To be a corrupt free organization that will observe and maintain high standards of ethical behaviour and the rule of law

#### **Peoples' Focus**

We focus on our stakeholders' needs by building a culture of good customer care and having a competent and motivated workforce

#### **Innovation**

To be a creative organization that constantly promotes a culture of developing and accepting new ideas from inside and outside the organization

#### **Best Resource Utilization**

To be an organization that values and uses public resources entrusted to us in an efficient, economic and effective manner



## PREFACE

Section 28 of the Public Audit Act No. 11 of 2008, authorizes the Controller and Auditor General to carryout Performance Audit (Value for- Money Audit) for the purpose of establishing the economy, efficiency and effectiveness of any expenditure or use of resources in the MDAs, LGAs, Public Authorities and other Bodies. The Performance Audit involves enquiring, examining, investigating and reporting on the use of public resources as deemed necessary under the prevailing circumstances.

I have the honour to submit to His Excellency the President of the United Republic of Tanzania, Dr. John Pombe Joseph Magufuli and through him to the Parliament, a Performance Audit Report on Access to Vocational Education and Training.

The report contains findings, conclusions and recommendations that are directed to both the Ministry of Education, Science and Technology (MoEST) and Vocational Education and Training Authority (VETA).

The Management of the Ministry of Education, Science and Technology and Vocational Education and Training Authority have been given the opportunity to scrutinize the factual contents and comment on the draft performance audit report. I wish to acknowledge that the discussions with the Ministry of Education, Science and Technology and Vocational Education and Training Authority have been very useful and constructive.

My office intends to carry out a follow-up audit at the appropriate time with regard to the actions taken by the audited entities in relation to the recommendations provided in this report.

To ensure the successful completion of this assignment, my office subjected the performance audit report to the critical reviews of the subject matter experts namely, Mr. Nicholas Hoseah Mwanji - Retired Chairman of the Board of Director of VETA (2001 - 2004) and Professor Justinian Galabawa - Senior Lecturer, University of Dar-es-Salaam who came-up with useful inputs on improving the output of the report.

This report has been prepared by Mr. Elisante Mshana- Team Leader and Ms. Anna Minja - Team Member under the supervision and guidance of Ms. Esnath N. Henry-Chief External Auditor, Mr. George Haule - Assistant Auditor General and Mr. Benjamin Mashauri - Deputy Auditor General.

I would like to thank my staff for their commitments in the preparation of this report. My thanks should also be extended to the audited entities namely, MoEST and VETA for their cooperation with my office which facilitated timely completion of this report.



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

## TABLE OF CONTENTS

PREFACE.....	II
LIST OF TABLES AND FIGURES.....	V
LIST OF ABBREVIATIONS.....	VII
EXECUTIVE SUMMARY .....	IX
CHAPTER ONE .....	1
INTRODUCTION.....	1
1.1 BACKGROUND .....	1
1.2 MOTIVATION FOR THE AUDIT.....	2
1.3 DESIGN OF THE AUDIT .....	4
1.4 AUDIT SCOPE .....	7
1.5 SAMPLING TECHNIQUES, DATA COLLECTION METHODS AND ANALYSIS .....	8
CHAPTER TWO .....	13
SYSTEM FOR PROVISION OF VOCATIONAL EDUCATION AND TRAINING IN TANZANIA ...	13
2.1 INTRODUCTION.....	13
2.2 GOVERNING POLICIES AND LEGISLATION.....	13
2.3 SYSTEM FOR PROVISION OF VOCATIONAL EDUCATION IN TANZANIA .....	20
2.4 LABOR MARKET INFORMATION .....	25
CHAPTER THREE .....	28
AUDIT FINDINGS .....	28
3.1 INTRODUCTION .....	28
3.2 SKILL GAP OF MEDIUM AND LOWER LEVEL CADRES IN THE COUNTRY.....	28
3.3 A SIGNIFICANT NUMBER OF CENTRES DO NOT MEET THE REQUISITE OCCUPATIONAL QUALITY STANDARDS .....	46
3.4 INADEQUATE AND UNSUSTAINABLE FINANCING OF VOCATIONAL EDUCATION AND TRAINING..	72
3.5 INADEQUATE MONITORING AND EVALUATION OF VETA BY MoEST.....	78
CHAPTER FOUR .....	85
AUDIT CONCLUSION.....	85
4.1 INTRODUCTION .....	85
4.2 GENERAL CONCLUSION .....	85
4.3 SPECIFIC AUDIT CONCLUSIONS .....	85
CHAPTER FIVE .....	90
AUDIT RECOMMENDATIONS.....	90
5.1 INTRODUCTION .....	90

## LIST OF TABLES AND FIGURES

Table 1.2: Distribution of Centres in visited Zones by Region/Ownership .....	8
Table 1.3: Distribution of VETA Centres visited by Zone(s) and Programme Focus .....	9
Table 2.1: National Vocational Qualification and Competencies Framework.....	21
Table 2.2: Planned and Released Budget for Vocational Education and Training for the period 2013/14 - 2017/18 .....	26
Table 2.3: Budgetary allocation to VETA, 2013/14-2018/19.....	27
Table 3.2: Number of Applicants and Selected VET Students, 2013 - 2018 .....	32
Table 3.3: Percentage of selected students across zones, 2013 -2018 .....	33
Table 3.4: Shares of Students Enrolment of by Key Economic/Occupation .....	34
Table 3.6: Number of VET Providers by Registration Status in 2018 .....	46
Table 3.7: Distribution of Centres in Preliminary Stage Status by Zone .....	48
Table 3.8: Number of Quality Audits Conducted from Financial Year 2013/14 to 2018/19.....	50
Table 3.9: Country Demand and Availability of VET Teachers' from Financial Year 2013/14 to 018/19.....	52
Table 3.10(a): Comparison of Students Teacher Ratio (STRs) by Zones/Centres .....	53
Table 3.10(b): Comparison of Students Teacher Ratio by Centre type .....	54
Table 3.11: Distribution of Vocational Teachers by Pedagogical Deficiencies by Zones .....	56
Table 3.12: Demand of VET Teachers against MVTTC annual output, from 2013/14 to 018/19 .....	57
Table 3.13(a): Equipment and Machines required and their availability by Institutions.....	60
Table 3.14(a): Practical Training Tools Required and Availability by Selected Centres .....	64
Table 3.15(a): Requirement, Availability and Deficit of Classrooms by Selected Centres (in numbers).....	68
Table 3.16(a): Workshops Requirement, Availability and Deficiency in Selected Centres .....	70
Table 3.17: Budget Allocation of SDL for VET activities from 2014/15 to2018/19 (in TZS.Bill) .....	73
Table 3.18(a): Budget Allocation to VETA centers from 2013-to 2019 by Centres/Type/Category .....	74



## LIST OF FIGURES

Figure 2.1: Regulatory framework of Vocational Education and Training .....	25
Figure 3.1: Comparison of Demand and Actual enrolment of VET students, 2013/14 - 2017/18.....	31
Figure 3.3(a): Trend of Students enrolment in VET by Key Economic Sectors.....	35
Figure 3.4: Level of target achievements on Female enrolment, 2013/14 - 2018/19	38
Figure 3.5: Comparison of enrolment of Female and Male students by occupation-related Courses .....	39
Figure 3.6 (a): Trend of Disabled Students' Enrolment in VET by type of Disability .	40
Figure 3.7: Percentage of enrolment for students with disabilities by type of service providers .....	42
Figure 3.9: Quarterly/Monthly Delays in disbursement of funds to Zones and VETA centres.....	77

## LIST OF ABBREVIATIONS

AGM	Agro Mechanics
AfDB	African Development Bank
ATE	Association of Tanzania Employers
CBET	Competency Based Education and Training
CJ	Carpentry and Joinery
DSTC	Design, Sewing and Clothing Technology
DVTC	District Vocational Training Centre
ESDP	Education Sector Development Plan
ETP	Education and Training Policy
FDC	Focal Development Colleges
GDP	Gross Domestic Product
ICT	Information Communication Technology
INTOSAI	International Organization of Supreme Audit Institutions
ISSAIs	International Standards for Supreme Audit Institutions
LG	Leather Goods
LGAs	Local Government Authorities
MB	Masonry and Break Making
MICs	Medium Income Countries
MIS	Management Information System
MoEST	Ministry of Education Science and Technology
MVTCC	Morogoro Vocational Teachers Training College
NACTE	National Council for Technical Education
NSDS	National Skills Development Strategy

PEDP	Primary Education Development Plan
PPF	Plumbing and Pipe Fitting
RVTC	Regional Vocational Training Centre
SDF	Skills Development Fund
SDL	Skills Development Levy
SEDP	Secondary Education Development Plan
TET	Technical Education and Training
TESS	Tanzania Enterprise Skills Survey
TVDP	Technical and Vocational Development Plan
TPSF	Tanzania Private Sector Foundation
TVET	Technical and Vocational Training
UN	United Nations
UNESCO	United Nations Educational, Scientific and Cultural Organization
VCP	VETA Corporate Plan
VET	Vocational Education and Training
VETA	Vocational Education and Training Authority
VTC	Vocational Training Centre

## EXECUTIVE SUMMARY

The Tanzania Development Vision of 2025 envisages to attain middle-income status by 2025. In order to achieve and sustain this middle income position the country will need to realize the per - capital growth of approximately 5 percent per year, equivalent to overall economy-wide GDP growth of approximately 7.7 percent.

The Government of Tanzania identified shortage of skilled labor as one of the major constraints and bottle-necks to achieving middle-income status. The Technical and Vocational Education Development Program of (2013/14 - 2017/18) estimates that for Tanzania to achieve and sustain the goal and status of a middle-income country, the proportion of the high skilled working population has to quadruple while that of medium-skilled force has to more than double. This would mean adding about 3 million high skilled and about 7 million medium-skilled workers by 2025.

According to the African Development Bank (ADB), support to Technical Vocational Education and Training and Teacher Education project paper for Tanzania of 2013/14, approximately 600,000 primary and secondary school leavers were not able to continue with further general education as such there was a high demand for Technical and Vocational Education in the economy.

### **Audit Objective**

The main objective of the audit was to assess whether the Ministry of Education, Science and Technology has ensured Tanzanians have access to quality Vocational Education and Training in order to enhance skills development and meet labor market demands.

A related objective was to gauge if the learners are not only benefiting from development of knowledge and intellect (cognitively) but are also changing their attitudes and beliefs (affective) and putting their physical and bodily skills into effect to act (psychomotor).

## Audit Findings

### High Skills Gap of Medium and Lower level Cadres in the Country

There is a significant skills gap in lower level cadres that needs to be filled over the next 13 years to support the country's goal of attaining a medium-income status. The audit suggested that the low skill occupations have to increase by 4 folds on average for the country to be at par with other medium income countries.

For the period between 2013 and 2017 it was found out that only 20 percent of VETA applicants were selected for Vocational Education and Training. This low selection level has translated in to ratio of Professionals, medium, lower level cadres of 1:07:1.2<sup>1</sup> as compared to the UNESCO recommended ratio of 1:5:25. The Tanzania economy thus experiences huge skills gap in the lower and medium cadres when compared to the higher level cadres- the professionals.

This audit observes that this perverse skills mixture trend has been exacerbated by the low number of students enrolled in the VET centers resulting from but, also demand and supply imbalances that have not been addressed for a long time as indicated by the following:

#### **Insufficient access to Vocational Education and Training to most of the applicants who met entry qualifications**

The audit found out that not all applicants who met entry qualifications were admitted to the VET Institutions and Centers as detailed below:

***Fewer applicants were selected in Vocational Education and Training:*** enrolment of students was lower compared to those who wanted and met the criteria to be enrolled. It was noted that for the period of six years from 2013/14 to 2018/19 only 25,370 candidates were enrolled out of 105,709 applicants. . Generally the audit found out that only few Tanzanians had access to vocational education and training through VETA centres

---

<sup>1</sup> Education sector performance report of 2018/19

despite the government's effort to enhance its accessibility to the lower income families through financial subsidisation.

***Insufficient Training provided to students from disadvantaged groups:*** The audit found out that enrollment in VET of students from disadvantaged groups such as female, people with disability and people from geographically disadvantage areas was low. The statistics below provide evidence for this assertion:

***The low percentage of enrolled female students.*** The enrolment of female students in Vocational Education and Training did not reach the target of increasing enrolment by 50% in the year 2017/18. In the financial year 2018/2019, female students enrolment in VET increased by 35 %. However, the enrolment was still below the above indicated national targets.

***Decreasing enrolment of students with disability:*** The audit noted that enrollment of students with disability decreased by 64 percent between the year 2013 and 2018. The number of students with disability decreased across all types of disabilities. For example the enrolment of people with albinism was less by 81 percent, followed by people with hearing impairment whose enrollment decreased by 80 percent while in the case of people with mental disabilities and those with autism the enrollment increased by 5 and 14 percent respectively.

***Imbalance in the Geographical Distribution of Centers:*** The audit found presence of an imbalance in the distribution of vocational training centers across the country. The analysis of data from VETA indicated that some of VETA zones had a higher number of VET Centers. The range was such that 26% of all VET Centers in the country was concentrated in one area which seems to be geographically advantaged while the geographically disadvantaged areas had only 6% of the VET Centers share. This means that applicants from areas where most of VET centers are found, would have a higher chance of being enrolled compared to others.

## **Ineffective mechanism to enhance the quality of Vocational Education and Training**

The audit observed that the mechanism for ensuring quality of the Vocational Education and Training that is offered in the country is not effective. This follows a number of weaknesses that were noted during the audit. The noted weaknesses are:

***A significant number of centers do not meet the requisite occupational quality standards:*** The audit analysis of VET providers' registration data indicated that for the last six years VETA has failed to attain the goal of ensuring that more than 75% of VET providers became fully accredited by 2017/18. This means that more than three-quarter of VET providers are operating without being fully accredited which is supposed to be attained within 6 years after receiving preliminary registration.

***Ineffective Compliance Monitoring by VETA Zone offices:*** Monitoring for compliance and visits to VET service providers were not adequately conducted. The compliance monitoring was conducted only to VETA owned centers and leaving the other VET providers out of the monitoring process.

***Inadequate number of qualified teachers and trainers to ensure quality of Vocational Education and Training:*** The deficit of teachers and trainers has generally been increasing on yearly basis from 42% in 2013/14 to 69% in 2018/19. The audit found that the yearly decrease in number of qualified teachers and trainers is found in both the private and government owned VET centers. This is evidenced by the inefficient Student -Teach-Ratios (STRs) that are on average high. This is an indication that there was high numbers of learners per teacher in the system.

***Inadequate and obsolete infrastructure for teaching and learning:*** The audit found out that only 57% of the required teaching tools and equipment were available in the visited VETA Centers. Also, it was noted that some tools and equipment used were old and outdated.

## **Under Funding for Vocational Education and Training activities**

The audit also observed that funding for Vocational Education and Training activities in the country was not adequate to meet the programmes' needs as evidenced by the following indicators:

***Inadequate allocation of Skills Development Levy (SDL):*** Employers contribute to Skills Development Levy (SDL) of which they are obliged to contribute 4.5 percent of the total gross monthly emoluments payable by the employer to all his employees in respect of that month.

The audit noted that VETA received only 51% of one third of the collected SDL which was intended for VET activities in the last five years. Further, the analysis of the allocation was not seen to be improving over the years.

***Delays in the disbursement of funds to VETA centers and Zones:*** There have been delays in disbursement of funds. The audit analysis of the allocated and disbursed funds indicated that for the period of six years from 2013/14 to 2018/19 there were delays in the disbursement of funds to Zones and VETA centers on average ranging between 12 to 48 days in a fiscal quarterly or monthly.

## **Ineffective Monitoring and Evaluation of performance of VETA**

The audit noted that the monitoring and evaluation of the performance of VETA that is done by the Ministry of Education, Science and Technology was not effective as to allow VETA to make necessary improvements in the provision of Vocational Education and Training in the country.

The audit noted that the Ministry of Education has been relying on the Monitoring and Evaluation Reports prepared by VETA and submitted to the Ministry on quarterly basis, to draw its conclusions about the performance of VETA and VET in general. This practice does not guarantee VETA the ability to have sufficient understanding of what education and training activities are conducted in VET Centers and how.

Moreover, the audit found out that Monitoring and Evaluation Framework for Vocational Education and Training does not exist



in the country. In addition, the key performance indicators used for Vocational Education and Training were found immeasurable.

### **Overall Audit Conclusion**

The audit concludes that the Ministry of Education, Science and Technology has not sufficiently ensured that Tanzanians have access to quality Vocational Education and Training in order to enhance skills development so as to meet labor market demands and industrialization needs.

This is due to limited access to Vocational Education and Training among the applicants who meet entry qualifications, ineffective mechanism to enhance the quality of Vocational Education and Training, insufficient funding for Vocational Education and Training activities, and ineffective monitoring and evaluation of the performance of VETA in the provision of Vocational Education and Training.

### **Audit Recommendations**

#### ***Recommendations to the Ministry of Education, Science and Technology***

The Ministry of Education, Science and Technology should:

- i) Ensure that Vocational Education Information and Education Management System are integrated in order to have timely, quality and reliable VET Data for policy formulation and decision making;
- ii) Enhance timely formula and needs based funding resources allocation system to the Vocational centers, in order to ascertain that VET activities are not paralyzed due to delayed disbursement of funds ;
- iii) Establish an independent Quality Assurance Function for Vocational Education and Training;
- iv) Facilitate formal partnerships between VETA, VET providers and employers to enhance the relevancy of VET graduates in the labor market;

- v) Strengthen the Monitoring and Evaluation mechanisms for Vocational Education and Training, so as to ensure that policies, objectives and plans for access to quality vocational education and training are efficiently met; and
- vi) Ensure that VET teachers are registered and are in a database which will include all necessary details that can be used when planning for teachers' capacity building programs.

### ***Recommendations to Vocational Education and Training Authority***

The Vocational Education and Training Authority (VETA) should:

- i) Ensure that distribution of VETA centres, efficiently considers the demands and economic environment of the society and geographical zones;
- ii) Develop a plan for inclusion of dis-advantaged groups to the Vocational Education and Training;
- iii) Effectively implement mechanisms which ensure skills of the vocational teachers are up-to-date and relevant to the labour market demands;
- iv) Develop mechanism for forecasting the demand and supply of Vocational Education learners across different occupations and sectors in the country;
- v) Strengthen compliance monitoring and Quality audits to other VET providers, so as to ascertain that the Vocational education and training offered in the country as whole comply with the required standards and quality; and
- vi) Develop and implement a sustainable long-term plan for modernisation of VETA infrastructures, tools and equipment.

# CHAPTER ONE

## INTRODUCTION

### 1.1 Background

According to Goal Number 4 of the UN agenda 2030 provision of quality and affordable Technical and Vocational Education and Training (TVET) is an important avenue for the improvement of skills that are important for an economy to grow and compete, especially in an era of economic integration and rapid technological changes.

The Tanzania Development Vision of 2025 aimed to attain middle-income status by 2025. Therefore, in order to attain and sustain this position the country needs to realize the growth of approximately 5 percent per year equivalent to overall GDP growth of approximately 7.7 percent<sup>2</sup>.

The Government of Tanzania identified a shortage of skilled labor as one of the major constraints to Tanzania's target to become a middle-income country. According to the Technical and Vocational Education Development Program (2013/14 - 2017/18) in order for Tanzania to achieve and sustain its goal of transition to a middle-income country, the proportion of the high skilled working population has to quadruple and that of medium-skilled force to more than double. This would mean adding about 3 million high skilled and 7 million medium-skilled workers by 2015.

Similarly, the data provided in the Tanzania Five Year Development Plan 2016/17-2020/21, indicates existence of significant skills gap that needs to be filled over the next 13 years. High skills occupations (managers, professionals, associate professionals, and technicians) need to be increased by about five folds while medium skills occupations by 3 folds. The medium skills occupations include clerks, service workers, crafts and trade workers, and skilled agricultural workers. Likewise, the first Five Year Development Plan of 2011/12 - 2015/16 noted

---

<sup>2</sup>Technical and Vocational Education and Training Development Programme (TVETDP) 2013/2014 - 2017/2018

the need for at least 635000 workers with vocational qualifications by 2015 at intermediate and entry level skills.

Despite its importance, Vocation Education Training (VET) in Tanzania has been growing slowly thus unable to match with the ever-growing demands of technical personnel for all sectors of the economy<sup>3</sup>. Moreover, According to the National Skills Development Study of 2014 that was conducted by the Planning Commission, even with the investments in the skills development sector particularly in Technical and Vocational Training in Tanzania over the last decade, the sector has remained weak and presents challenges to resolving scarce skills needs.

## **1.2 Motivation for the Audit**

Vocational Training is an integral part of the national development. This has an important role in the national sustainable development. The knowledge, skills and attitudes are the overall aspects of the lifelong learning. The audit is motivated by both importance and challenges of vocational education as briefly presented below;

### ***a) Fewer Vocational personnel compared to university graduates at workplaces***

The National Skills Development study (2014) conducted by the President's Office - Planning Commission showed that Tanzania had limited capacity in developing the medium and lower levels cadre and consequently fewer vocational graduates compared to university graduates at workplaces. The recommended ratio is that one Engineer should work with five technicians with thirty artisans (1:5:30). But, current existing ratio is 1:0.9:0.7 meaning 1 Engineer, 0.9 technicians and 0.7 vocational/artisans/craftsmen, the ratios which are far below the recommended targets.

The vocational education and training system that provides artisans is relatively small in Tanzania. According to the VETA report for the academic year 2013/14, all public and private vocational education and training centers had a capacity of

---

<sup>3</sup> Technical and Vocational Education Development Program(2013/14-2017/18)

enrolling 141,700 students. Yet, more than half were for normal length programs while others were for short term courses.

***b) Limited access and lack of equity in provision of VET***

There is inadequate access and lack of equitable provision of quality VET in the face of an increasing number of school leavers, and unemployment rate. According to the African Development Bank support to Technical Vocational Education and Training and Teacher Education Project Paper for Tanzania of 2013/14 to 2017/18, around 600000 primary and secondary school leavers were not able to continue with further education in Tanzania.

Concerns are on the ability of Vocational education to accommodate these remaining students in developing their vocational skills so as to effectively contribute to the country's economy.

***c) Insufficient quality and relevance of training programmess***

There are inadequate quality and relevance of training programmes provided to meet the changing skills demand from the labor market. According to the Technical and Vocational Education Development Program (2013/14 - 2017/18) of the United Republic of Tanzania, training programs that are currently offered are not addressing some of the occupations that have been identified to be critical for the realization of the Five Year Development Plan and eventually Tanzania Development Vision 2025.

Technical and Vocational Training program (2013/14-2017/18) shows some of the occupations that have been identified in Tanzania Development Vision and are not yet offered. VET misses programs for preparing trainees to become skilled mineral processing operators or operators for the plants and machines processing chemicals, glass, ceramics, rubber, plastic, textile, fur and leather products, glassmakers, cutters, grinders and finishers, or insulation workers, glaziers, riggers and cable splicers, or wood treaters<sup>4</sup>.

---

<sup>4</sup> Technical and Vocational Training program (2013/14-2017/18)

#### ***d) Promoting the achievement of sustainable Development Goals***

This audit was also motivated by centrality of education and training to the achievement of the 2030 UN Agenda. The vision of the Incheon declaration states that, the 2030 vision on education is fully captured by sustainable Development Goal 4 “*Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all*”, in which significant attention has been given to Technical and Vocational Training specifically affordable and quality Technical and Vocational Education and Training. This audit was an effort to contribute to the promotion of VET in Tanzania and country’s achievement of the Goal 4 of the UN 2030 Agenda.

#### ***e) VET addresses multiple demands***

According to UNESCO Technical and Vocational Education Strategy (2016-2021), Vocational Education and Training is important in addressing multiple demands. These include helping youth and adults to develop skills for employment, decent work and entrepreneurship, promoting equitable, inclusive and sustainable economic growth and supporting transitions to green economies and environmental sustainability.<sup>5</sup>

#### ***f) Promoting the achievement of Five Year Development Plan 2016/17 - 2020/21***

In addition, the implementation of the Industrialization policy (Five Year Development Plan 2016/17 - 2020/21) can be achievable by empowering the VET system. This is because the lower cadres produced by VET centers are mostly needed in the production line.

### **1.3 Design of the Audit**

#### **1.3.1 Audit Objective**

The main objective of the audit was to assess whether the Ministry of Education, Science and Technology has ensured Tanzanians have access to quality Vocational Education and Training in order to enhance skills development and meet labor market demands.

---

<sup>5</sup> UNESCO Technical and Vocational Education Strategy (2016-2021)

## **Specific Audit Objectives**

To respond to the main audit objective, the audit focused on four specific objectives which were whether;

- 1) MoEST through VETA has ensured access to Vocational Education and Training to all applicants who meet entry qualifications;
- 2) MoEST through VETA has effective mechanism to enhance the quality of Vocational Education and Training ;
- 3) Funding for the Vocational Education activities is adequately done; and
- 4) MoEST in monitoring and evaluating the performance of VETA in the provision of Vocational Education and Training.

### **1.3.2 Assessment Criteria**

In order to assess the performance of the Ministry of Education and VETA in the provision of quality Vocational Education and Training, assessment criteria were drawn from different sources. These sources were policies, documents legislations, guidelines and strategic plans from the audited entities.

**Table 1.1: Assessment Criteria by Objective and Source**

Audit Objective	Assessment Criteria	Source
Access to quality VET Education to all applicants who meet entry qualification	MoEST through VETA should Improve access to VET through increasing the number of enrolment based on labor market demands and inclusivity of enrolment (in terms of gender, special needs and financial capabilities )	<ul style="list-style-type: none"> <li>• TVET Policy of 2012</li> <li>• Technical and Vocational Education Program</li> <li>• Education Sector Development Plan</li> <li>• National Skills Development Strategies (2016-2020)</li> <li>• Five Year Development Plan of 2016/17 to 2020/21 and 2011/12 to 2015/16.</li> </ul>
Effective and efficient mechanism for enhancing quality of VET	MoEST and VETA should device effective and efficient mechanisms to enhance the quality of Vocational Education and Training	<ul style="list-style-type: none"> <li>• TVET Policy of 2012</li> <li>• Technical and Vocational Education Program</li> <li>• Education Sector Development Plan</li> <li>• VETA Act</li> </ul>
Funding and Resources for VET activities	MoEST should ensure availability of adequate and timely financial resources to support improvements access, equity and quality provision of VET within the core priority areas	<ul style="list-style-type: none"> <li>• TVET Policy of 2012</li> <li>• Technical and Vocational Education Program</li> <li>• Education Sector Development Plan</li> </ul>
Monitoring and Evaluation of performance of VETA in the provision of VET	MoEST should ensure that Vocational Education and Training is periodically monitored and evaluated at all levels in line with the TVET Sub-sector M&E Framework	<ul style="list-style-type: none"> <li>• TVET Policy of 2012</li> <li>• Technical and Vocational Education Program</li> <li>• Education Sector Development Plan</li> </ul>

Source: Auditors' Analysis (2019)



## 1.4 Audit Scope

The main audited entity was the Ministry of Education, Science, and Technology (MoEST) which is responsible for co-ordination and ensuring access to quality Vocational Education and Training in the country. The audit also covered Vocational Education and Training Authority (VETA), which is an entity under the Ministry of Education, which has the responsibility of providing Vocational Education and Training and regulating its provision respectively.

The focus of the audit was on the measures taken by the Government to enhance access to quality Vocational Education and Training in the country. This included examination on the level of access to Vocational Education and Training to all applicants who meet entry qualifications, effectiveness and efficiency of mechanisms to enhance the quality of Vocational Education and Training, funding and resourcing for Vocational Education and Training activities, and monitoring and Evaluation of the performance of VETA in the provision of Vocational Education and Training in the country.

The audit covered the entire country. Data were collected from the Ministry of Education, Science and Technology and Vocational Education and Training Authority (VETA). Collected data was used to examine practices by the Ministry of Education in addressing matters regarding the access to quality Vocational Education and Training in the country.

The audit covered a period of six financial years from 2013/14 to 2018/19 mainly because this was the period when Tanzania developed its first Technical and Vocational Education and Training Development Program. The selected period assisted the establishment of trend on the provision of Vocational Education and Training and its impact on the skills development for labor market demands in the country.

## 1.5 Sampling Techniques, Data collection Methods and Analysis

### 1.5.1 Sampling Techniques Used

The sampling technique used for the selection of Zones that were visited was purposeful sampling in which the geographical location was the sole criteria used so as to ensure adequate coverage of the entire country.

The audit team visited 7 out of 9 zones of VETA which are Eastern Zone, Lake Zone, Southern West Zone, Western Zone, Northern Zone, Southern Eastern Zone and Dar es Salaam Zone. The selected sample represents 77 percent of the VETA Zone offices which regulates 65 percent of Vocational Education and Training providers in the country. Table 1.2 shows the distribution of Zones and Centres that were visited by Region and VETA ownership.

**Table 1.2: Distribution of Centres in visited Zones by Region and Ownership**

	Region	VETA owned Centres	Percentage of Service providers regulated in the respective zone
Dar es Salaam Zone	Dar es Salaam	Kipawa ICT	16
Eastern Zone	Morogoro	Dakawa VTC	10
		Morogoro VTC	
		Kihonda RVTC	
Lake Zone	Mwanza	Mwanza RVTC	9
Northern Zone	Arusha	Njiro VHVC	27
		Arusha VTC	
Southern East Zone	Mtwara	Mtwara RVTC	5
Southern West Zone	Mbeya	Mbeya RVTC	10
		Busokelo DVTC	
Western Zone	Tabora	Tabora RVTC	5
		Ulyankulu DVTC	
	Shinyanga	Shinyanga VTC	

Source: Auditors' Analysis (2019)

The audit team visited a number of VETA owned centers which provides Vocational Education and Training in line with the 5 priority sectors of the economy which include agriculture, ICT, hospitality, construction and mining as indicated in the Government Five Year Development Plan.

The main reason for sampling of the selected centers was to understand how the Vocational Education and Training Authority generally supports the industrialization strategy of the government. In total the audit team visited fourteen VETA's owned centers. These represent more than 50 percent of the available VETA centers in the country.

In addition to that, the purpose was to observe the physical conditions of the centers and specifically the learning environments such as the condition of workshops, technologies used and availability of infrastructures for special needs students.

**Table 1.3: Distribution of VETA Centres visited by Zone(s) and Programme Focus**

Selected Centre	Zone	Focus of the college
Dodoma RVTC	Pilot Zone	Construction, Hospitality and Food production
Mbeya RVTC	Southern West Zone	Construction and Agriculture
Busokelo DVTC	Southern West Zone	Civil and Building
Mwanza RVTC	Lake Zone	Construction
Njiro Veta Hotel and Tourism Training Centre	Northern Zone	Hospitality
Arusha VTC	Northern Zone	Agriculture, construction and textile
Shinyanga VTC	Western Zone	Mining, Construction
Tabora VTC	Western Zone	Civil and Building, Clothing and textile
Ulyankulu VTC	Western Zone	Civil and Building, Electrical
Kipawa ICT	Dar es salaam	Information and Communication Technology

Selected Centre	Zone	Focus of the college
Mtwara RVTC	Southern Eastern Zone	Construction, Hospitality and Mechanical
Dakawa	Eastern Zone	Agro mechanics
Morogoro VTC,	Eastern Zone	Training of Vocational Teachers
Kihonda RVTC	Eastern Zone	Agro mechanics, Civil, Mechanical

Source: *Auditors' Analysis, 2019*

### 1.5.2 Methods of data collection

The documents reviews and interviews were used as main techniques for data collection. The audit team gathered what was considered reliable and sufficient evidence to address the audit questions that were relevant to achieve the objective of the audit;

#### a) Documents review

Different documents were reviewed in order to obtain information about access to quality Vocational Education and Training in the country. The documents that were reviewed included: Budget documents from MoEST and VETA, MoEST and VETA Strategic Plans that were within the Audit period, VETA, MoEST Annual Plans (2013/14-2018/19), Labor Market Survey Reports, VET Data Handbook, Monitoring and Evaluation Reports, Progress Reports, Curriculum Development, Reviews and validation reports as these are explained further in *Appendix III of this report*.

#### b) Interviews

Interviews were conducted for the purposes of obtaining more information and further clarifications on the information obtained through reviewed documents and observations made. A number of officials from the Ministry of Education Science and Technology and VETA were interviewed as indicated in *Appendix IV of this report*.

#### c) Observations

The audit team visited Vocational Centres in selected zones in order to observe the environment in which the training activities

were conducted. The audit team visited class rooms and workshops to ascertain the status of tools and equipment that were used.

### **1.5.3 Data analysis**

To analyze the collected data, the audit team adopted triangulation approach in which both the qualitative and quantitative analysis methods were deployed in generating the findings and conclusions.

The audit used average, trend analysis, percentages, bar and line graphs in data presentation. Tables and Figures were presented so as to analyze information on Access to Quality Vocational Education and Training.

### **1.6 Data validation process**

The Ministry of Education, Science, and Technology and VETA were given the opportunity to go through the draft report. They gave comments on the figures and information being presented. This procedure allowed the Ministry and VETA to confirm on the accuracy of the figures used and information being presented so as to improve report content and validity.

Furthermore, experts in the field of Vocational Training Education were used to cross-check the information presented so as to further ensure validation of the information obtained.

### **1.7 Standards used for the audit**

The audit was done in accordance with the International Standards for Supreme Audit Institutions (ISSAIs) on performance audit issued by the International Organization of Supreme Audit Institutions (INTOSAI). These standards require that the audit is planned and performed in order to obtain sufficient and appropriate evidence to provide a reasonable basis for the audit findings and conclusions based on the audit objectives.

## **1.8 Structure of the Report**

The remaining chapters of this report cover the following:

- Chapter Two provides detailed system for access on provision of quality Vocational Education and Training in Tanzania.
- Chapter Three presents audit findings on Access and Provision of Quality Vocational Education and Training in Tanzania; and
- Chapter Four provides conclusions while Chapter Five outlines audit recommendations that need to be implemented in order to improve the current situation on the provision of quality Vocation Education Training.

## CHAPTER TWO

### SYSTEM FOR PROVISION OF VOCATIONAL EDUCATION AND TRAINING IN TANZANIA

#### 2.1 Introduction

This chapter describes the system for provision of Vocational Education and Training in the country. The chapter highlights the legal framework governing the system and its funding. The key actors, their roles and responsibilities as well as their relationship are also reviewed.

#### 2.2 Governing Policies and Legislations

Provision of Vocational Education and Training in the country is guided by the following policies and legislations:

##### 2.2.1 Governing Policies

There are two main policies governing the provision of VET in the country. These are Education and Training Policy (ETP) of 1995 and Technical and Vocational Education and Training Policy of 2012.

##### (i) The Education and Training Policy (ETP) of 1995

The Education and Training Policy of 1995 summarizes the main objectives of Vocational Education and Training (VET) as being the provision and acquisition of a wider range of employable skills which lead to enhanced productivity in the economy and improved earnings and welfare of the people.

The policy underscores the importance of apprenticeship training as an alternative cost effective training system, urging employers to provide apprenticeship training opportunities for a larger proportion of the labor force. The policy also advocates on increased enrolments, equitable access and improved quality of education and training at all levels.

##### (ii) The Technical and Vocational Education and Training (TVET) Policy of 2012

The overall objective of this policy is to bring about an effective TVET framework that is capable of responding to the national,

regional and international challenges so as to contribute effectively to the national socio-economic development.

The specific objectives of the Technical and Vocational Education as given in the Policy are:

- a) improving the quality and relevance of VET provision;
- b) establishing mechanisms to facilitate private sector and other stakeholders' participation in the development of VET training programmes in keeping with current and future labour market demands;
- c) providing increased learning opportunities at various VET levels;
- d) developing outreach programmes and improving the balance of TVET resources directed towards the TVET formal and informal sub-sectors;
- e) prioritising and offering of critical skills for sustainable growth, development and equity;
- f) promoting employability and sustainable livelihoods through skills development;
- g) stimulating and promoting a culture for technological innovation, entrepreneurship and industrial growth;
- h) making the VET system self-supporting and self-financing by earning revenue through research, consultancy and other technical/public services; and
- i) Providing for a VET System that is flexible, modularised and built on credit-based programs.

### **2.2.2 Governing Legislations**

There are two legislation governing Provision of Quality Vocational Education and Training in the country. These are the Education Act and Vocational Education and Training Act. The two legislations are described below;

#### **(i) The Education Act No 25 of 1978**

The Education Act No. 25(1978) forms the legal basis for provision of education in Tanzania and defines the roles of national and local education bodies.

#### **(ii) The Vocational Education and Training Act (Cap 82 of 1994 Revised editions 2006)**

The Vocational Education and Training Act (1994) aims to improve VET provision, management and financing. The Act has



established the Vocational Education and Training Authority (VETA) which is supervised by the Vocational Education and Training Board.

### **2.2.3 Strategies and plans guiding access to Vocational Education and Training**

There are a number of strategies and plans that have been developed by the Government to guide access and provision of Vocational Education and Training in the country. These strategies and plans are:

#### **(i) National Skills Development Strategy (2016-2022)**

The National Skills Development Strategy (NSDS) introduces a new approach to skills development in Tanzania. Its underlying principles are demand responsiveness, dynamism, results orientation, focus, inclusiveness, and cross-sector coverage. It serves to complement, operationalize and bring together for the first time in one strategy different key skills development initiatives.

The strategy thus covers the entire chain of skills for employability, from informal and alternative approaches to formal skills development; including apprenticeships; entrepreneurship; pre-employment vocational and technical education and training; university education; and postemployment upgrading of skills in the form of lifelong learning. The NSDS focuses on six initial, key economic sectors due to their economic growth and/or job creation potential or their critical supporting role for other high growth sectors.

These initial six key economic sectors are:

- a) Agriculture, Agribusiness and Agro-Processing;
- b) Tourism and Hospitality;
- c) Transport and Logistics;
- d) Construction,
- e) Information and Communications Technology; and
- f) Energy.

#### **(ii) Education Sector Development Plan (ESDP) 2008-17**

The Education Sector Development Plan (ESDP) outlined the overall strategy for the education sector. The framework was part of the systemic public sector reforms supporting the implementation of

MKUKUTA. Inter alia, it aimed to transform the education sector including the Vocational Education into an efficient, effective and outcome-based system (URT, 2008).

**(iii) Education Sector Development Plan (2016/17 - 2020/21)**

The Education Sector Development Plan (2016/17-2020/21) is built basing on the priorities of the Tanzanian Government as set out in the Tanzania Development Vision 2025, the National Five-Year Development Plan 2016/17-2020/21.

Two key policy initiatives that distinguish the current ESDP from previous plans are: (1) Tanzania's commitment to providing twelve years of free and compulsory Basic Education to the entire population, leaving no one behind and (2) the progressive expansion of Vocational Education and Training to provide Tanzania with the pool of skilled human resources needed to advance in the country's efforts to become a semi-industrialized middle-income by 2025.

**(iv) Technical and Vocational Training Education Development Plan (2013/14 - 2017/18)**

The ultimate goal of the Technical and Vocational Education Development Plan was to avail the nation with the human capital that is adequate and appropriate for solving the problems of the society and meeting the challenges of transforming Tanzania into a middle income country by 2025.

#### **2.2.4 Roles and Responsibilities of Key Players**

There are 3 main actors in the provision of Vocational Education and Training in the country. These actors are providing different level of service in the whole value chain namely policy formulation, regulatory services and actual delivery of Education. These actors are the Ministry of Education, Science and Technology, VETA and VET providers. The detailed roles and responsibilities of each one of them are provided below:

**a) The Ministry of Education, Science and Technology**

At the national level, the Ministry of Education, Science and Technology through its TVET Directorate is responsible with informing, facilitating coordinating, monitoring and Evaluation of Vocational Education and Training and conducting research on the provision of VET programmes.

**b) Vocational Education and Training Authority (VETA)**

The Vocational Education and Training Authority (VETA) is an autonomous Government Agency established by an Act of Parliament in 1994 (Cap 82 Revised edition 2006). The overall objective of VETA is to oversee the Vocational Education and Training system and services in Tanzania by coordinating, regulating, financing and providing the Vocational Education and Training services in the country. Specifically, VETA is responsible for;

**(i) Providing Vocational Education and Training;** VETA provides training through 29 vocational training centers that it owns. Also, it provides training to vocational teachers through its Vocational teachers' Training College in Morogoro.

**(ii) Coordinating Vocational Education and Training;** VETA coordinates more than 625 VET centres in the country providing training in the form of long courses, short courses, and tailor-made courses. Also, VETA conducts Labor Market Surveys to determine skills demanded by the labor market.

The Authority establishes and maintains close linkage and partnership with other training providers at national and zonal levels.

**(iii) Regulating Vocational Education and Training;** VETA regulates the provision of Vocational Education and Training in the country through registration of private and public VET Centres; accreditation, setting standards, curriculum development; auditing for compliance; assessment of students and certification.

**(iv) Financing and managing VET fund;** VETA finances and manages VET Fund for provision of Vocational Education and Training. The main source of the VET Fund is the employers' contribution through Skills Development Levy (SDL). Employers with four and above employees contribute on earmarked percent of their employee's salaries as SDL. Some other sources of VET fund are Government development projects; development

partners' contributions; funds from internal sources like income-generating activities and training fees.

- (v) **Promoting Vocational Educational and Training;** VETA is charged with the role of promoting vocational education and training in the Country. Promotion is carried on through communication of the VET policies to different stakeholders including the Government, parents, employers, employees, and donors.

**c) *Training Institutions and Centres***

Vocational Training Institutions and Centres are responsible for offering training based on the agreed and set standards by VETA. Vocational Training institutions and centres in Tanzania are owned by the government and the private service providers. In order to offer Vocational Education and Training all providers are supposed to be registered by VETA.

## **2.2.5 Other Key Stakeholders**

- a) **Ministries and Agencies** According to Technical and Vocational Education Policy of 2012, the roles and responsibilities of other Ministries on Vocational Education are to supervise VET in respective centres which are under that particular ministry.

These ministries are responsible for policy, planning, guidance and supervision with regards to Technical and Vocational Education matters that are vested into their areas or portfolio. These Ministries include; the Ministries of Agriculture, Ministry of Livestock and Fisheries Development, Ministry of Health, Community Development, Gender, Elders and Children, Ministry of Natural Resources and Tourism, Ministry of Water and Ministry of Works, Transport and Communication .

- b) **Prime Minister's Office-Labour, Youth, Employment and Persons with Disabilities**

The Prime Minister's Office Labour, Youth, Employment and Persons with Disabilities through the Directorate of Labour Market Planning and Development is responsible for the

development of the National Labour Market Information Systems for provision of information on labour market dynamics for policy and planning. The Ministry is responsible for re-skilling and up-skilling based on the demand from the private sector.

### **c) Civil Society Organizations and Special Interest Groups**

The Non -State actors such as Civil Society Organisations, employees, trade unions, environmentalists, political leaders, community groups, sector interest groups and the public in general are expected to support the design and implementation of Vocational Education and Training through participation in provision and monitoring and evaluation, dissemination of information with regards to Technical and Vocational Education and Training. The Civil Society and Faith Based Organizations own 345 Vocational Education and Training Centres in the country.

### **d) Private Sector**

The Private sector participates in the provision of Vocational Education and Training through building and running of Vocational Education and training Institutes and Centres.

Further, the private sector takes the leading role in identifying various issues related to VET and implementing key VET activities which includes participation in research and development activities, marketing technologies from VET centres; mobilizing resources, participation in curriculum developments and reviews monitoring and evaluation, participating in skills gap analysis and labor market reviews.

Further, the private sector participates in the provision of technical expertise and managerial skills during the practical training of students and teachers in industries. The private sector owns and runs approximately 375 Vocational Education and Training Centres.

### **(e) Development Partners**

According to the Technical and Vocational Education Policy of 2012, the roles and responsibilities of Development Partners are mainly on the provision of funds, development of physical infrastructures, capacity-building of the VET centres and various

activities intended to create a favorable environment for development of Vocational Education in the country.

## **2.3 System for Provision of Vocational Education in Tanzania**

### **2.3.1 System for regulating access to quality Vocational Education and Training (VET)**

VETA is responsible for regulating the provision of Vocational Education and Training. The regulatory functions vested to VETA include operations such as setting standards, registration & accreditation of centers, testing & certification, curriculum development and review and to ensuring that teacher/teaching materials are appropriately allocated to various organs in the respective Education and Training areas. The operations of these functions are as follows:

#### **a) Standards for Vocational Education and Training**

The Vocational Education and Training Authority (VETA) is responsible for setting standards for Technical and Vocational Education for public and private centres. The aim of setting such standards is to ensure the production of good quality vocational graduates from the regulated centres.

Trade Advisory Committees of VETA ensure that vocational education and training programmes and standards that meet the needs of the labor market are available, assess training needs, determine training standards and related specifications, and coordinate related trade training activities.

#### **b) Qualification Framework for Technical and Vocational Education and Training**

The Vocational Training and Education Authority (VETA), in collaboration with the National Council for Technical Education (NACTE), have established a Technical and Vocational Education and Training qualification framework composed of ten levels. VETA is in charge of managing levels 1-3 (National Vocational Awards) of the National qualification Framework.

**Table 2.1: National Vocational Qualification and Competencies Framework**

Level	Qualification	Competencies Descriptor
1	National Vocational Certificate 1	Competencies to carry out routine and predictable occupational duties and tasks under supervision
2	National Vocational Certificate 2	Competences to carry out a significant range of occupational duties and tasks or specialized occupational duties and tasks, some of which are complete or non-routine. Individual responsibility may be required and collaboration with others, working in groups, or teams is normally required.
3	National Vocational Certificate 3	Competencies to carry out a broad range of occupational duties and tasks or specialized occupational duties and tasks, mainly complex and non-routine in a wide variety of contexts. Considerable responsibility and autonomy are generally required; guidance and supervision of others are mostly required.

*Source: National Qualification and Competencies Framework, 2010*

**c) Registration of Vocational Training centres and programs**

The registration of Vocational Education and Training Centres is granted under the following categories;

- i. **Full registration:** Granted to centres that are fully operational and have acquired enough experience, and human, physical and financial resources to ensure sustainability for running its programmes;
- ii. **Provisional registration:** Granted to centres that have met minimum requirements as per the manual for establishing VET Centres and ensure all the requirements as per guidelines and regulations of VET provision; and
- iii. **Preparatory registration:** Granted to institution that is still under preparation of establishment and are not allowed to admit students

#### **d) Accreditation of Vocational Education and Training Centres**

Accreditation is an approval granted to an institution or center on account of having programmes and quality assurance system that ensures the provision of set qualifications and educational standards. Accreditation is an important tool to improve the quality training according to the set objectives and to strengthen the training quality management system in VET service providers. Accreditation is also a tool for VET management agencies to effectively monitor a demand-driven Vocational Education and Training system.

In order for centres to be accredited it has to meet the following conditions first, compliance with the accreditation requirements, second, establishment of an effective quality assurance and quality control system; third, centres should adopt Vocational Education awards and lastly, there should be the recognition of the existing departments in the centre and a Self-evaluation Study Report for Institution. There are three types of accreditation for VET centres which are;

- i. **Accreditation of Candidacy Status:** granted to an institution once it attains full registration award upon fulfillment of VETA Academic Qualification Standards;
- ii. **Provisional Accreditation:** provisional accreditation award is provided to an institution pending to fulfillment of the identified requirements within a specified time frame; and
- iii. **Full Accreditation:** the VETA grants full accreditation award to centres which meet adequately the above stipulated accreditation requirements;

Accreditation is renewable after every five (5) years. Centres are required to process for accreditation within six months after being granted full registration and must be accredited within five years, otherwise their registration will be withdrawn by VETA.



#### **e) Registration of Vocational Education Teachers**

VETA is supposed to register Vocational Education Teachers. To qualify for registration, vocational education teachers are required to have undergone Competency Based Education and Training (CBET) delivery and assessment training, Professional/Industrial Experience, a range of personal qualities that can operate in the four domains namely, Teaching/Learning Space; Institution; Community/Industry; and the Teaching Profession.

In this report the Vocational Teachers will be referred to as “*teacher/teachers*”.

#### **f) Competence Based Curriculum Development and Validation**

UNESCO’s Curriculum Guide Book, 1994 defines Competence based curriculum as an approach to Vocational Education and Training that focuses on the development of competency as the outcome/objective of the training. It focuses on what learners can actually do and on the outcome of the Training.

According to VETA’s Training Manual for Competence Based Education and Training of 2008, VETA curriculum development and review process is supposed to be guided by the labor market information in terms of the skills and when taking into consideration new technologies and changes in work organizations.

#### **g) Compliance and Enforcement of the Vocational Education and Training**

VETA is responsible for controlling and managing the quality of Technical and Vocational Education and Training. This involves conducting follow-ups in the centres to ensure compliance with the set standards.

The Guidelines and Procedures for Risk-Based Quality Audit for compliance of VET centers in Tanzania specify that all VET centers should be regularly audited in a given time. There are two main types of audits that are supposed to be conducted;

- 1) **Whole Institution Audit**; aims to ensure that all registered centres are maintaining registration and accreditation standards and soundness of the teaching and learning process. All VET centres shall be audited at least once in every three years (3) regardless of the risk level; and
- 2) **Tailored Quality Audit**; the tailored Quality Audit is specifically targeting the VET centres which have shortcomings to enable them to improve and rectify the shortcomings. The frequency and intensity depends on the rate of improvement of the institution. The centres which fail to rectify the shortcomings within a given timeframe are deregistered or demoted to lower registration category.

#### **h) Monitoring and Evaluation of Vocational Education Training**

Monitoring and Evaluation of VET are essential component in the implementation of Vocational Education and Training. Monitoring involves systematic and continuous collection and analysis of information about the progress of Technical and Vocational Education and Training activities based on performance indicators and operational targets.

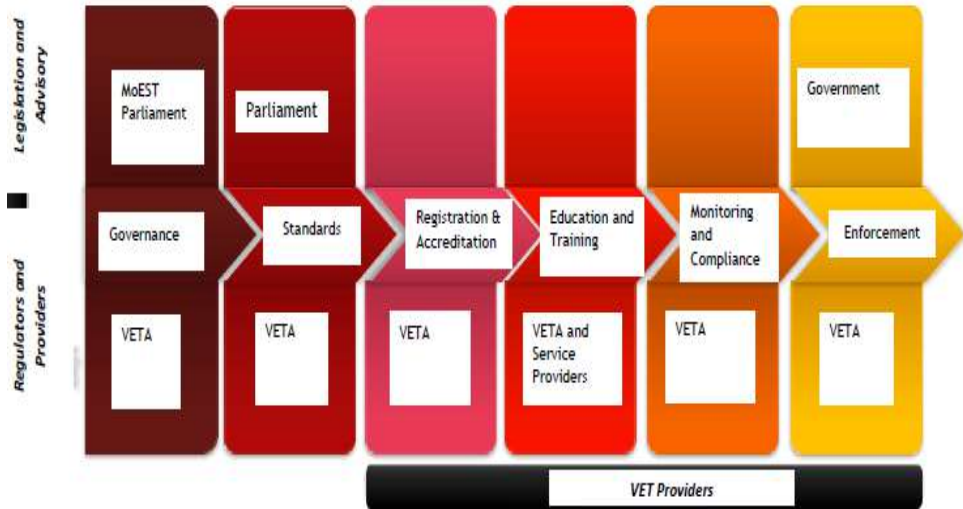
Moreover, evaluation on the other hand involves objective assessment of inputs, processes, outputs and outcomes for gauging relevance, effectiveness and impact of Vocational Education and Training through conducting Tracer studies.

The Ministry of Education, Science and Technology monitors VET subsectors through the Performance of VETA. The Ministry monitors the implementation of government policies, plans and strategies and international commitments. VETA is also responsible for monitoring and evaluating activities earmarked in its strategic plans, annual and operational plans.

The Ministry of Education through its Directorate of Technical Vocational Education and Training Development is responsible

for monitoring the implementation and performance of Vocational Education and Training.

**Figure 2.1: Regulatory framework of Vocational Education and Training**



Source: Auditors' Analysis

**Figure 2.1** shows regulatory organization and their roles to develop detailed log-frameworks as instruments for monitoring and evaluation of progress at their levels.

VETA is supposed to quarterly submit reports about their performance to their respective Boards and after approval and reviewing them, copies are sent to Treasury Registrar and the Ministry of Education, Science and Technology for further scrutiny and action.

## 2.4 Labor market information

The Labor market information provides quantitative and qualitative information, and intelligence on the labor market that can assist labor market agents in making informed plans, choices, and decisions related to their business requirements, career planning, education and training offerings, job search, recruitment, labor policies and workforce investment strategies.

According to the National Skills Development Strategy (2016/17-2020/25), labor market information is vital in determining work

place requirements and standard performance which are translated into learning packages (Curriculum and Learning Materials), assessment and certification. Labor market information process involves collection, analysis and dissemination of Labor Market surveys and Tracer Studies to Vocational Education and Training Stakeholders. The labor market surveys conducted are unique as are conducted by VETA and specially for collecting information required for curriculum development.

## 2.5 Financial arrangements for the provision of Vocational Education and Training in Tanzania

### 2.5.1 Financing of VET at the Ministerial Level

The financing of the VET activities at the Ministry of Education are indicated on Table 2.2 which shows the allocated budget to the Directorate in order to ensure provision of Vocational education and training in the country.

**Table 2.2: Planned and Released Budget for Vocational Education and Training for the period 2013/14 - 2017/18**

Financial Year	Planned Amount (in Billion TZS)	Released Amount (in Billion TZS)	Percentage Released
2013/14	10.0	10.3	103
2014/15	13.1	11.4	87
2015/16	71.2	52.6	74
2016/17	68.3	38.7	57
2017/18	14.0	15.1	108

*Source: VETA Annual Budget, 2019*

Table 2.2 above shows the amount planned and allocated to VET at the Ministry of Education within the audited years. The analysis shows that the amount released for VET activities ranged between 57 to 108 per cents in all years under audit.

## 2.5.2 Financing of Vocational Education and Training (VET)

As it has been pointed out earlier in this report, the Skills Development Levy (SDL) paid by employers is the largest source of funding for Vocational Education and Training, constituting about 87 percent of the total funding for public vocational education and training provision through VETA. According to the Finance Act 2016, Part XVI of the total emoluments paid to all employees<sup>6</sup> during the month employers are supposed to contribute 4.5% of total gross Monthly emolument as SDL. Table 2.3, shows the trend in financing of Vocational Education and Training in the last six financial years.

**Table 2.3: Budgetary allocation to VETA, 2013/14-2018/19**

Financial	Budgeted (Billion TZS)	Allocated (Billion TZS)	% age of allocation
2013/14	75.84	50.74	67
2014/15	83.67	46.25	55
2015/16	110.20	40.01	36
2016/17	116.07	26.40	23
2017/18	84.01	52.80	63

Source: VETA's Budgets 2013/14-2018/19

**Table 2.3** indicates that financial resources allocated for the provision of Vocational Education and Training over the last five years had a variance of the budgeted and allocated amount ranging between 23 to 67 percent. The audit found out that the criteria for variations in budget allocations from one year to another are not clear. For example, it was noted that in some years like in 2016/17 allocated budget was low to about 23 percent while in 2013/14 it rose to about 67 percent of amount that was allocated to support VET provision in the country.

---

<sup>6</sup> Employee' is considered to be permanent employees, part-time employees, secondary employees and casual laborers

## CHAPTER THREE

### AUDIT FINDINGS

#### 3.1 Introduction

This chapter presents the findings from the audit basing on its objectives. In particular, the chapter presents findings regarding the availability of the requisite skills and accessibility of quality vocational education and training are presented and discussed. The situation regarding availability of the requisite skills is explained by analysing the skill gaps that exist in the medium and lower cadres in the country. Apart from skill gaps and accessibility, the chapter also provides and analyses findings in relation to the effectiveness of quality assurance mechanism to enhance quality of VET and effectiveness of funding and monitoring and evaluation of the provision of the Vocational Education and Training in Tanzania.

#### 3.2 Skill Gap of Medium and Lower level Cadres in the country

The National Skills Development Strategy of 2016/17 - 2025/26 aims is to increase the number of technicians and artisans to international standard skills mix ratio of 1:5:25 for professionals, technicians, and artisans respectively by 2020/21. However, as the Technical and Vocational Education Development Plan (2013/14-2017/18), Five years Development Plan and the National Skills Development Strategy of 2016/17-2025/26 point out, there is a significant skills gap in lower level cadres that needs to be filled over the next 13 years for the country to attain medium income status.

In addition to that, the analysis of the education Sector report of 2018/19 indicates that the graduate output skills mix for professionals, medium, artisan level was 1:0.7:1.2, which means that there is a huge skill gap in lower and medium cadres compared to higher level cadres (Professionals). This ration is also below the medium income average which stands at 1:1.28:215

The Technical and Vocational Education and Training Plan indicated that Tanzania lags behind other medium income countries (MICs) on the availability of skilled middle and low level

cadre personnel. Comparison of skills gap in Tanzania with other medium income countries is indicated in Table 3.1.

**Table 3.1: Skills gap Comparison between Tanzania and other Medium Income Countries**

Skills Level of workers	Major groups of occupations	The proportion of the working population in %		Skill Gap between Tanzania and MIC	Average difference between Tanzania & other MICs
		Tanzania	MICs <sup>7</sup>		
Low	Plant and machine operators/assemblers	1.3	5.66	4 times	0.6 times
	Others including elementary workers	82.4	48.14	0.6 times	
The indicative overall balance of skilled workers		1:5:25	1:3:5		

*Source: TVET Plan (2013/14-2017/18) and NSDS (2016/17 - 2025/26)*

As shown in Table 3.1 there is a high skills gap for lower level cadres, thus the low skill occupations have to increase by 4 folds on average for the country to be at par with other medium income countries.

The audit review of Education Sector Performance report of 2014/15 revealed that the country needs to produce 700,000 Vocational Education Trainees each year in order to attain the middle income status requirements.

Additionally, the World Bank (WB) Enterprise Survey of 2013 indicated that 63 percent of firms were reporting that the shortage of workers with the right skills profile was a contributing factor to the present under industrialization. These deficiencies in workforce skills continue to be a major policy issue, as identified by the most recent Tanzanian Enterprise Skills Survey (TESS)<sup>8</sup>.

The World Bank survey concluded that inadequacies in the education and training systems compromise the workforce skills in all firms. The deficiencies in workplace skills are rooted in the

<sup>7</sup> Medium Income Countries

<sup>8</sup> World Bank, 2016, Skill Use, Deficits and Firm Performance in Formal Sector Enterprises, TESS, and Policy; World Bank, 2015, Are Inadequate Workforce Skills Undermining Tanzanian Firms? Policy Brief - Results from TESS

under supply of skilled workers. The High skills gap hinders the country's efforts to have the requisite number of workers required to realize Middle Income Country (MIC) status by 2025.

According to the National Skills Development Strategies 2016/17 - 2025/26 the higher skills gap in lower and middle level cadre calls for improvement in equitable access to quality Vocational Education and Training.

After analysis of the skills gap in lower and medium cadres, the audit was interested to know the factors behind its existence. One of the factors that was analysed was accessibility to the quality vocational education in the country. Accessibility of quality VET was assessed because it was thought to be a requisite to availability and development of artisans in the country. In relation to this the audit found out that;

### **3.2.1 The Enrolment of Vocational Education and Training students was lower than the expected projected targets to enable attainment of the middle income levels**

The audit compared the enrollment Projection data in the Technical and Vocational Education Plan with the actual enrollment data in the Education Sector Development reports (2017/18) and found out that the MoEST failed to attain the enrollment target of enrolling of 1,012,967 Vocational Education students in 2017/18 by enrolling only 119,184 students. Such data show enrolment gap of 893,783 candidates.

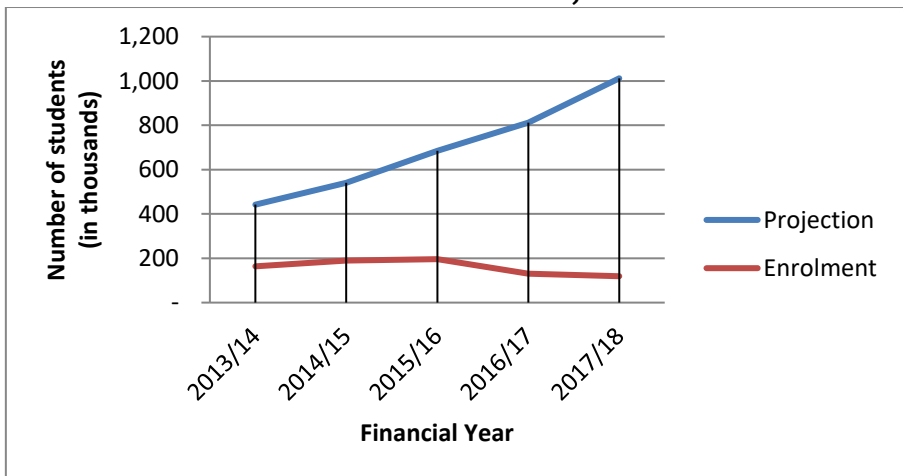
The audit analysis of the enrollment data of students in Vocational Education and Training, was conducted by comparing demand and actual enrolment of VET students, as indicated in Figure 3.1 which shows a decrease of 8.4% from 2016/17 to 2017/18<sup>9</sup>.

---

<sup>9</sup> VETA conducts census every December and report is issued in March, therefore the audit could not access the 2019 enrolment statistics



**Figure 3.1: Comparison of Demand and Actual enrolment of VET students, 2013/14 -2017/18**



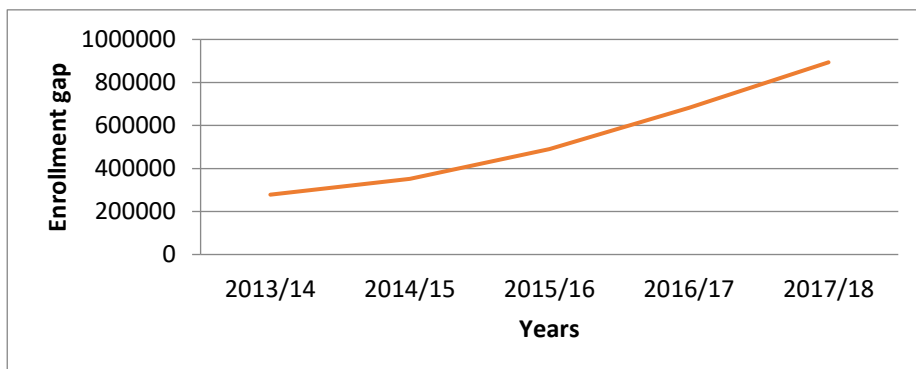
*Source: Auditors' analysis from TVET plan (2013/14 - 2017/18) and Education Sector Performance reports (2013/14 - 2017/18)*

Figure 3.1 suggests further that on average, there was a deficit of enrolled students for lower skilled carders (artisans) per year and the gap has been widening year after year. According to the interviews held with officials at MoEST and VETA the reason for failure to fill the skills gap was lack of a substantial and sustainable expansion in access to quality vocational education and training to meet the artisans economy-wide demand.

Apart from the above statistics, the Interviews conducted with VETA officials, revealed that the current enrolment rate is not sufficient to provide appropriate skilled individuals needed to help the country attain the medium economy status by 2025.

In addition, the audit analysis of enrolment gap of Vocational students showed that the gap has been increasing on a yearly basis as the trend in Figure 3.2 indicates.

**Figure 3.2: Trend of Enrolment gap of VET in the Country, 2013/14 - 2017/18**



*Source: Auditors' analysis from TVET plan (2013/14 - 2017/18) and Education Sector Performance reports (2013/14 - 2017/18)*

Figure 3.2 shows the increasing gap in enrolment of VET students in the country. As shown in this figure the gap has been increasing yearly from 2013/14 where the enrolment gap was 278,384, to 2017/18 where the gap grew to 893,783.

### **3.2.2 Fewer applicants were selected in Vocational Education and Training**

Interview with VETA officials conducted during the audit revealed that, the percentage of the enrolled students was small compared to the number of qualified applicants in the centres. The audit analysis of VETA enrollment data as indicated in **Table 3.2** shows that, from 2013 to 2018 only 23 percent of VETA applicants were selected for Vocational Education and Training.

**Table 3.2: Number of Applicants and Selected VET Students, 2013 - 2018**

Years	Number of Applicants	Number selected	Percentage selected (% age)
2013	23,399	4,639	17
2014	21,512	1,958	9
2015	16,546	3,584	22
2016	11,354	4,351	38
2017	18,254	4,287	23
2018	14,644	6,337	43

*Source: Analysis from VETA Data Handbook (2013-2018)*

**Table 3.2** suggests further that:

- a) The highest percentage level of selected applicants was reached in 2018 at 43% while the lower percentage selection level was 9% in 2014; and
- b) The selection of fewer candidates who are qualified compared to expectation and projection would tend to impair the attainment of the targets set in policy documents and thus impacting negatively on the skills gap in the country.

**Table 3.3: Percentage of selected students across zones<sup>10</sup>, 2013 -2018**

Zone	Percentage of selected students						
	2013	2014	2015	2016	2017	2018	Average
South East Zone	26	43	45	41	27	51	38
Western Zone	26	34	32	35	34	42	33
Lake Zone	20	19	20	25	22	25	22
Dar-es-Salaam	25	28	25	30	25	20	21
Eastern Zone	20	20	20	21	22	23	20
Northern Zone	17	18	19	16	19	18	19
Southwest Zone	14	11	14	30	16	23	18

*Source: Auditors' Analysis from VETA Zone Handbooks (2019)*

Table 3.3 shows the percentage of selected students across Zones for the period 2013 - 2018. The findings suggest that:

- a) The percentage of selected applicants was low in all Zones in the country;
- b) The percentage of selected applicants ranged from 18% which is the lowest to 38% which is the highest; and
- c) The South East Zone had the highest average of selected applicants while the South-West Zone had the lowest selected applicants.

Through interviews with VETA officials, it was found out that the reason for limited selection of students in VETA centres is the limited capacity of the centres in terms of resources such as teachers, number of class rooms and workshops and boarding capacity.

---

<sup>10</sup> VETA owned Centres

Consequently, there have been enrolments of fewer students, leaving out majority of applicants. It was noted that, although there are other private owned VET centres in the country, VETA centres are most appropriate to most Tanzanian families due to their affordability emanating from financial subsidies provided by the government to assist in covering expenses to students from lower income families.

### 3.2.3 Mixed results in enrolment of VET students in occupations that reflect Key Economic Sectors

According to National Skills Development Strategies (2016/17-2025/26) Five Years Development Plan (I and II) MOEST through VETA should ensure that VET learners are adequately enrolled in the occupational fields that support national core priority areas such as Agriculture, Construction, Mining, and ICT.

The audit observed that, through analysis of VETA enrolment data, the share of enrolment of students in the last six years was higher in such sectors reflecting the requirements of the Five Years Development Plan and National Skills Development strategy as shown in Table 3.4.

**Table 3.4: Shares of Students Enrolment of by Key Economic/Occupation**

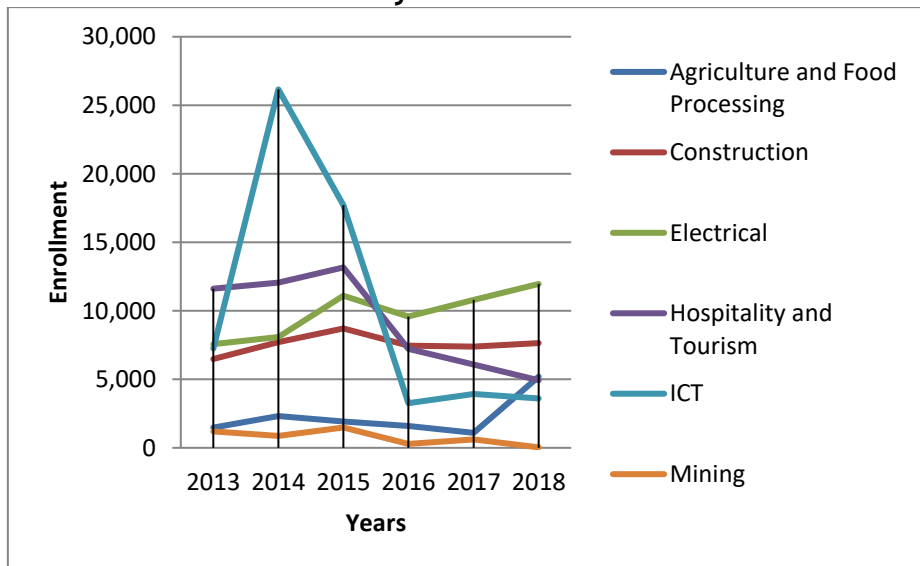
Occupation	2013	2014	2015	2016	2017	2018	Total	Percentage share
Agriculture and Food Processing	1,487	2,315	1,919	1,587	1,093	5,192	13,593	3
Auto Motive	9,020	9,673	21,943	9,226	9,152	13,480	72,494	16
Clothing and Textiles	5,510	6,606	7,137	5,241	5,234	5,817	35,545	8
Construction	6,482	7,702	8,710	7,461	7,395	7,645	45,395	10
Electrical	7,568	8,077	11,104	9,581	10,786	11,959	59,075	13
Hospitality and Tourism	11,617	12,057	13,162	7,223	6,082	4,930	55,071	12
ICT	7,245	26,156	17,712	3,258	3,941	3,610	61,922	14
Mechanical	1,894	1,940	2,346	3,106	3,325	3,336	15,947	4
Mining	1,199	860	1,483	279	611	33	4,465	1

*Source: Auditors' Analysis from Education Sector Management Information System (2019)*

Basing on Table 3.4 it can be seen that the enrollment of students in sectors that reflect five years development plan was higher in ICT sector which had 14 percent, followed by hospitality which had 12 percent and construction which had 10 percent and agriculture which had the lowest rank with only 3 percent.

The audit analysis on trend of enrollment in sectors that were in Five Years Development Plans indicated that there was an increase in enrollment of students in Agriculture and Food processing field, while in ICT decreased enrolment was noted. In addition, enrollment in construction sector had shown a sharp increase while the enrollment in the mining sector decreased as indicated in figure 3.3(a).

**Figure 3.3(a): Trend of Students enrolment in VET by Key Economic Sectors**

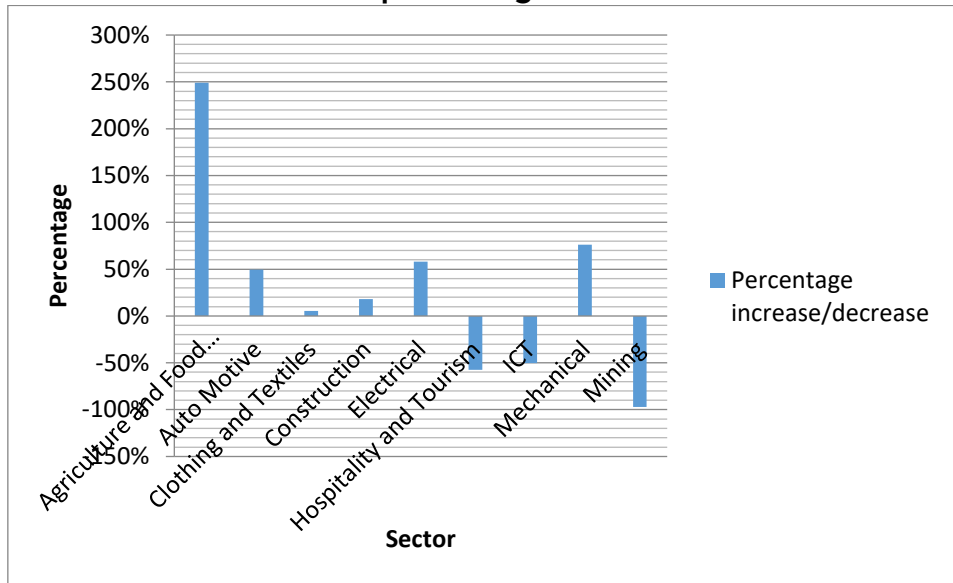


Source: Auditors' Analysis from Education Management Information System (2019)

Moreover, Figure 3.3(a) shows that in the visited zones, there was a decrease in the enrolment of students in occupations that addresses the national strategic plan compared to occupations that were not in the National Development strategies priority list.

The audit further analysed the change in the enrolment in sectors that reflect National Skills Development Strategy and Five Years Development Plan over the period of six years and the results as shown in Figure 3.3(b) indicated significant change of enrolment in all the occupations that reflect key economic sectors.

**Figure 3.3(b): Change of enrolment in occupations/courses that reflect Priority Economic Sectors (2013-2018) by percentage.**



*Source: Auditors' analysis from Education Management Information System (2019)*

From Figure 3.3(b) it is evident that the percentage of change in the enrolment of students in these occupations of high priority ranged between -97% and 249%. Agriculture and Food processing enrollment improved by 249 percent while enrollment in occupations in the Mining sector decreased by 97%.

Similarly, the audit noted through the interviews that were held with officials at VETA HQ and its zone offices, that despite the fact that enrolment in key economic sectors increased, VETA has not set targets for enrolments in each key economic sector both at regional and national levels to address the skills gap in the country.

The review of VETA Corporate Plans IV and V, and Annual Plans showed that VETA did not have targets for enrolment in key economic sectors. The conducted labour market analysis at VETA HQ and in the visited zones pointed out that VETA did not conduct occupational forecasting on the demand and supply of different trades.

Hence, it was hard for VETA to establish enrolment targets for the five key economic sectors despite the fact that these are critical for country's economic development.

The audit review of the labour market survey reports indicated that VETA collected information to establish the need for particular trade but did not establish the actual demand of a particular occupation.

The impact of not having targets for different occupation demands would result into contradiction between enrolment in training programmes in VET centres and skills demanded by major occupations and trades in the economy.

It was observed that all zones experienced an increase in the enrolment of students in occupations which are key to National Economic Development Strategies. Further details of enrolment of VET students across sectors in zones have been explicitly shown in *Appendix V* of this report.

#### **3.2.4 Insufficient Training of disadvantaged groups**

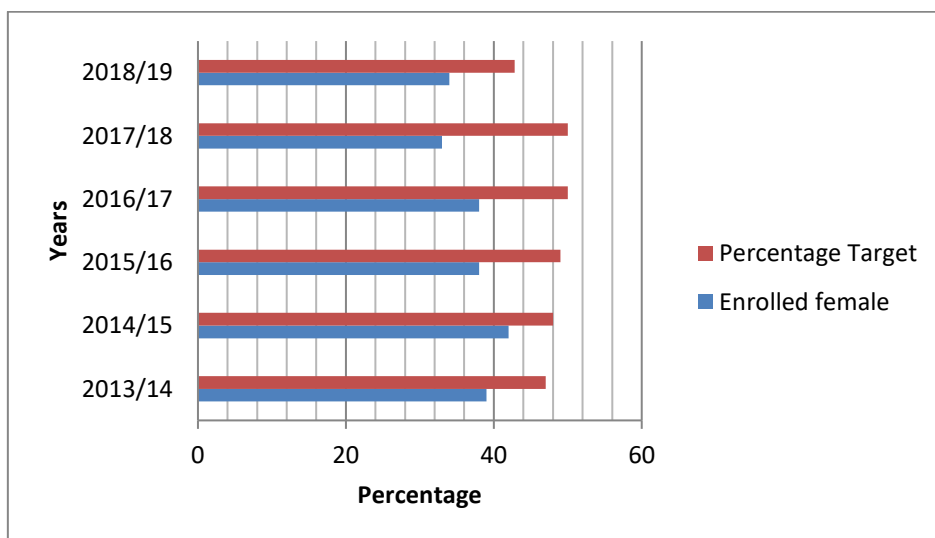
The Technical and Vocational Education Development Plan of 2013/14-2017/18 in Key Result Area 2; 2<sup>nd</sup> goal indicates that in order for the government to fill the skill gaps in the economy there should be an increased access to VET for students from disadvantaged groups. The audit found out the following with regards to enrollment of students in disadvantaged groups such as female and students with disabilities:

### a) Target for female enrolment was not attained

The Ministry of Education Science and Technology has set annual enrollment targets of female students through Education Sector Development (2016/17-2020/21) plan and Technical and Vocational Education Development Program (TEVDP) 2013/14-2017/18. The objective was to promote inclusion of female students to Vocational Education and Training in the country.

The audit compared the set targets with actual enrolment of female students as stipulated in Education Sector Review reports conducted in last six years; and it was revealed that the enrollment of female students fell short of the earmarked target as indicated in *Figure 3.4*.

**Figure 3.4: Level of target achievements on Female enrolment, 2013/14 - 2018/19**



Source: Auditors' Analysis from TVET Plan, ESDP and BEST Statistics

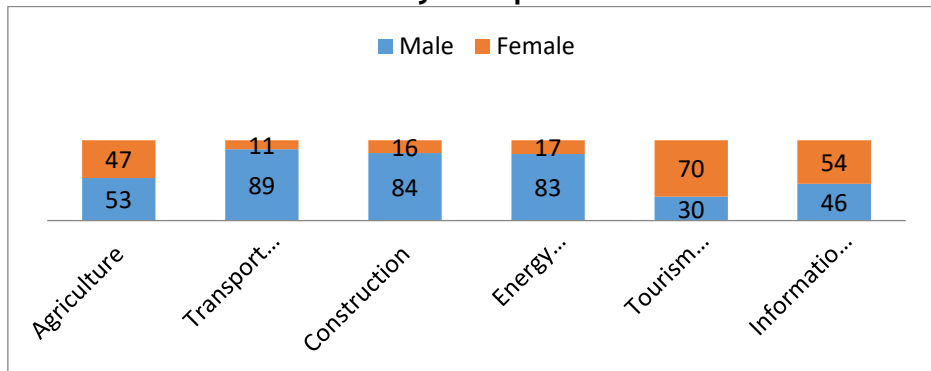
Figure 3.4 shows that although the target of enrolment has not been met, there have been an increase in enrollment of female student's for the period of six years.

According to interviews with VETA Zone Directors and VETA principals, it was observed that the enrollment for girls was lower in trades and occupations that are related to five years development plans such as Construction, Electrical and



automotive but was higher in hospitality and Tourism as can be found in Figure 3.5.

**Figure 3.5: Comparison of enrolment of Female and Male students by occupation-related Courses**



Source: Auditors' Analysis from Education Sector Management Information System (2019)

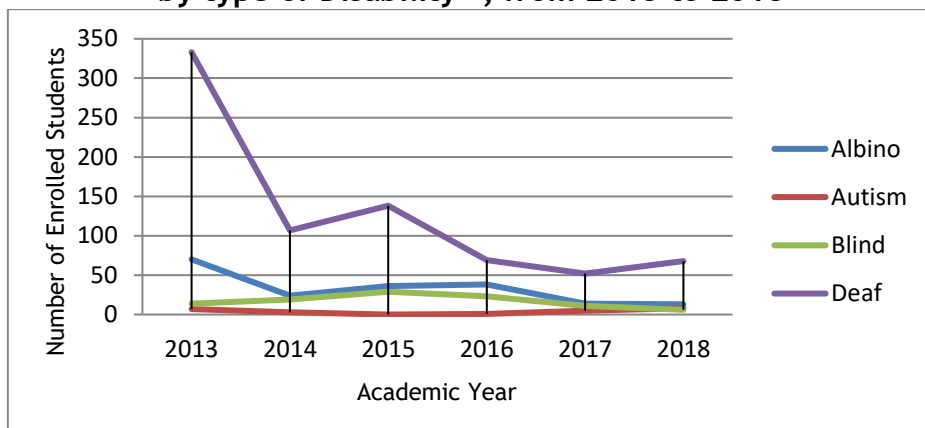
Figure 3.5 shows the percentage of enrollment between male and female students in the sampled six sectors. Tourism and hospitality sector has higher enrolment level of female students than male students and Transport and logistics sector had the lowest ratio of female students when compared to male Vocational students.

The given reasons for low enrolment of female students in these sectors were mentioned as absence of special measures to enhance access of female students. The audit noted that even though there is a goal of increasing enrolment of female students in VET education there is no clear strategy on how to execute the intended objective. Consequently, VETA failed to achieve gender parity in Vocational Education and Training.

**b) Decreased enrolment of students with disability**

The audit review of VETA enrollment statistics revealed a decrease in enrollment of students with disabilities of all types as indicated in Figure 3.6(a) and Figure 3.6(b) which show the enrolment trend of students with disability in VET centres. The general analyses tend to show that enrollment of students with disability decreased by 64 percent from 2013 to 2018.

**Figure 3.6 (a): Trend of Disabled Students' Enrolment in VET by type of Disability<sup>11</sup>, from 2013 to 2018**



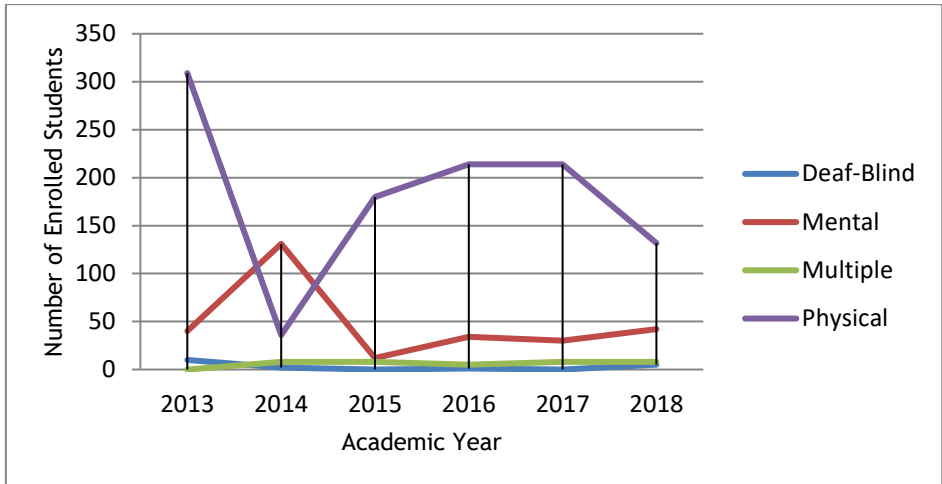
Source: Auditors' Analysis from VETA Enrollment Statistics (2019)

The further analysis of the above figure shows that enrolment of students with hearing impairment was higher compared with enrolment of students with other types of disabilities. In addition, the figure shows that students with autism had the lowest enrolment in vocational education.

Figure 3.6 (b) shows that the students with physical challenges had the highest enrolment level compared to other types of disabilities assessed. But the trend analysis shows that there has been still a decrease in the enrolment over the years.

<sup>11</sup> Albino, Autism, Blind and Deaf

**Figure 3.6 (b): Trend of Disabled Students' Enrolment in VET<sup>12</sup>, 2013 -2018**



Source: Auditors' Analysis from VET Data Handbook, 2013 - 2018

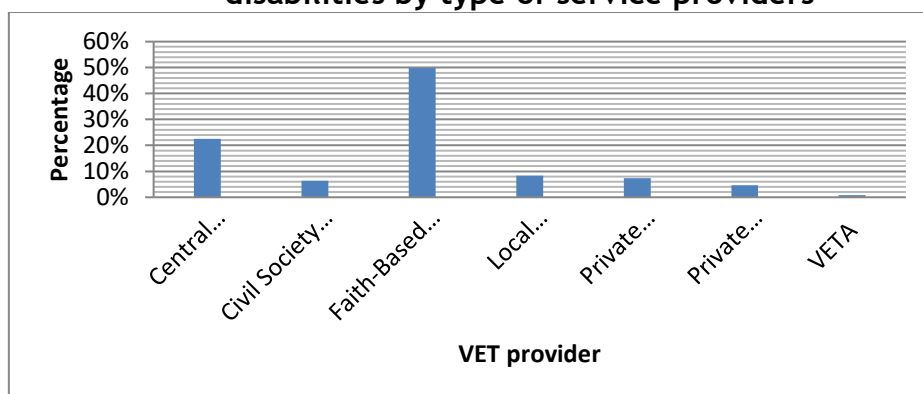
Generally, both Figure 3.6 (a) and (b) show that enrolment of Vocational Education students decreased across all types of disabilities in which students with albinism were less enrolled by 81 percent, followed by student with hearing impairment in which the enrollment decreased by 80 percent while that of mental and students with autism increased by 5 and 14 percent respectively.

According to interviews held with officials at MoEST and VETA the reasons for low enrollment of students with disability are; lack of tools and infrastructures such as learning assistive devices for trainees with disabilities. During the visit, it was observed that none of the VETA owned centres had the learning assistive devices for students with disabilities.

The audit further analyzed the distribution of students with disabilities who are enrolled in different types of VET centre from among the civil societies, Faith based organizations and private owned centres. As indicated in Figure 3.7, it can be seen that VETA owned centers enrolled only one percent of students with disabilities while 99 percent of students with disabilities were enrolled in other VET centers.

<sup>12</sup> Deaf and Blind, Mental, Multiple, Physical

**Figure 3.7: Percentage of enrolment for students with disabilities by type of service providers**



Source: Auditors' analysis from Education Sector Management Information System (2013 - 2018)

Figure 3.7 shows that the faith based organization had a higher number of enrolled students with disabilities compared to other service providers while VETA had the lowest percentage of enrolled students with disabilities.

From the audit observation and interviews that were conducted with VETA officials a number of reasons for inadequate enrollment of students with disabilities were noted. These include;

- a) *Absence of implementation plan to include students from disadvantaged groups in VET education;* although there have been recognition of inclusion and increase in enrolment of disadvantaged groups in VET education and trainings there are no implementation plans found during the audit to realize the vision;
- b) *Inadequate infrastructure to accommodate disabled students;* In the visited centres such as Mwanza RVCT, Ulyankulu VTC, Mbeya RVTC and Busokelo VTC these were no infrastructures built to support disabled students. The audit further noted that the existing infrastructures needed serious modifications;
- c) *Absence of sufficient teachers/instructors with skills to teach students with impairments;* some of the centres such as Ulyankulu VTC, Tabora RVTC and Mpanda VTC did not have teachers with such skills. The audit also found

out that in zones such as South West zone there were four (4) teachers with sign language skills to teach students with hearing challenges but all these teachers were allocated in two centres. Moreover, these teachers were found to be teaching specific trades, hence limiting choice among students opting to study different trades as not all teachers have delivering skills to disabled students; and

- d) *Inadequate tools to support disabled students*; none of the VETA owned centres visited had tools such as learning assistive devices to assist trainees with disability.

### 3.2.5 Inadequate Enrolment Capacity of VET service providers

According to the interviews held with officials at VETA, one of the reasons for inadequate enrollment of students in VETA centres was lack of capacity of VET centres to admit the requisite number of students. Similarly, based on VETA statistics Handbook of 2018, in 2018 all VET centers in Tanzania had a total enrolment capacity of around 190,000 students which was distributed among providers as shown in Table 3.5

**Table 3.5: Capacity Utilization<sup>13</sup> of VET Centres by Ownership**

VET Centres Ownership	% Enrolment share in VET	% Utilization Capacity
Central Government	6	42
Faith-Based Organisation (FBO)	10	78
Private Individual	29	110
Local Government	2	120
VETA	28	126
Civil Society Organisation	5	128
Private Company	20	129

Source: Auditors' analysis from VETA Statistics Handbook, 2019

<sup>13</sup> According to VET hand book, capacity utilization is the extent to which VET centre is design to enroll specific number of trainees. It is relationship or %ge between actual number of trainees that can be enrolled with ability of infrastructures and installed equipment.

The analysis from Table 3.5 shows that there have been over enrolment of VET students in VET centres compared to their capacity of utilization. Further analysis shows that the faith based organisations, local government; private company, private individuals and VETA have been enrolling more than 100% of their actual enrolment capacity. Moreover, despite the fact that VETA over utilized its capacity it only managed to enrol 30% of qualified students. Therefore 70% of qualified students were not enrolled.

However, according to interviews with VETA officials the reasons for overutilization was due to higher demand of Vocational Education and Training courses and rather than lack of adequate facilities to enrol all prospect students.

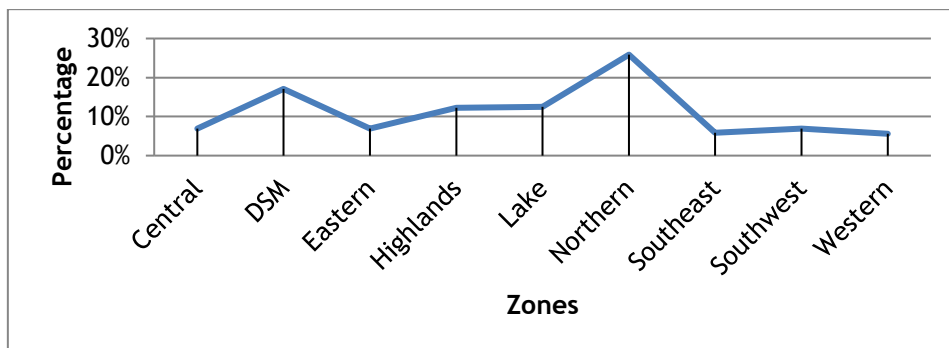
### **3.2.6 Imbalances in the Geographical Distribution of Centres**

According to VETA corporate plan IV of 2012/19-2016/17 and the VETA corporate plan V of 2018/19-2022/23, in order to ensure equitable VET access one of the measures was to ensure an even geographical distribution of VET centres in the country.

The audit analysis of distribution of VET centres indicated existence of imbalance in the distribution of vocational training centres across the country.

From the interview that was held with the Director of Vocational Education at the Ministry of Education it was revealed that the Ministry planned to build VET centres in every district in the country to counter the shortage of VET centres through the implementation of the Vocational Education Program. However, it was noted that only 2 District Vocational Education Centres out of the 28 planned centres were built from 2012/13 to 2018/19. Distribution of VET centres by geographical zones has been shown in **Figure 3.8**;

**Figure 3.8: Distribution of VET centres in the country by geographical Zones**



*Source: Auditors' Analysis from Basic Education Statistics (2013-2018)*

The analysis in Figure 3.8 indicates that, the Northern zone has 26 per cent of all VET centres while western Zone has got only 6 per cent of VET centres. The existence of such inequitable distribution of VET centres impacted the enrolment of students to vocational priority course programmes in most localities.

### **3.2.7 Ineffectiveness of infrastructures development**

According to VETA Corporate Plan IV, one of the priorities for increasing access to Vocational Education and Training was to build one vocational centre out of the targeted 25 identified districts.

The audit reviewed the implementation report of the corporate plan IV and it was revealed that VETA managed to build only 3 of the planned District Vocational Education Training Centres. Similarly, the audit reviewed the VETA Annual Reports and it was noted that VETA managed to modernize only 8 out of the 25 workshops planned to be modernised to meet the occupational standards for improved outcomes and employability.

Moreover, VETA managed to renovate only six out of the earmarked 25 folk development colleges which equals to 24 percent of the target. According to interviews with VETA officials, inadequate fund allocations impacted effective implementation of infrastructural development plans.

### 3.3 A significant number of centres do not meet the requisite occupational quality standards

Accreditation of VET Programmes Guidelines and Procedures of 2014 require VETA to categorise centres by their status of accreditation in order to show the level of achievement in meeting the occupational standards.

Specifically, according to TVET plan VETA is supposed to increase the number of VET centres attaining full registration, within three years after getting provisional registration from 25 Percent in 2011/12 to at least 75 percent in 2017/18.

The audit analysis of VETA service provider's registration data indicated that, VETA has failed to attain the goal of ensuring more than 75% of registered VET providers are fully accredited.

As specified in Table 3.6 showing the comparison of registered VET providers with full and preliminary registration, only 9% of the Vocational Education Service Providers are fully registered.

**Table 3.6: Number of VET Providers by Registration Status in 2018**

Financial year	Number of registered VET centres	Number of preliminary registered VET centres	Number of full registered VET centres	Percentage of preliminary registered centres
South West	50	50	0	100
Dar es Salaam	112	106	6	95
Northern Zone	109	100	9	92
Eastern Zone	48	44	4	92
Highlands	104	94	10	90
Lake Zone	110	98	12	89
South West	50	39	0	88
Central Zone	66	56	10	85
Western Zone	27	22	5	81

*Source: Auditors' Analysis from VETA Accreditation Reports (2019)*



The analysis of Table 3.6 shows that less than 15% of the centres which were not fully registered differ across zones, and it is less than 15% with Dar-es-salaam having the highest percentage of service providers which are not fully registered. Moreover, preliminary registered centres in other zones range from 81% to 92%.

The main given reason for the failure of VET centres to get full registration was that many of them do not have adequate equipment and tools, supply of training materials, books and qualified vocational teachers with workplace experience so as to ensure quality of the vocational graduates produced.

### **3.3.1 VET centre failed to become fully accredited within 3 years**

According to Technical and Vocational Education Development Plan, VETA is supposed to increase the number of VET providers and centres attaining full accreditation within three years after getting preliminary registration from 25% in 2011/12 to at least 75% in 2017/18.

However, from the analysis it was revealed that none of VET centres attained accreditation status within the three years. There were no institutions in all six zones that managed to become full accredited within three years after having preliminary registration status as targeted in the Technical and Vocational Education Plan 2013/14-2017/18.

Several reasons were identified as to why VET centres failed to attain full registration after getting preliminary registrations. These reasons include:

#### **a) VET Centres wasted much time in the preliminary registration status**

VET Centres are required to process for accreditation within six months after being granted preliminary registration and must be accredited within five years, otherwise their registration will be withdrawn.

The analysis of the enrollment data for the last six years revealed that more than 56% of the centres spent more than 5 years in the

preliminary registration status contrary to procedures and guidelines for accreditation of VET centres.

Moreover, the audit review of the registration statistics indicated that none of the 650 registered VET centres managed to become fully accredited within five years.

**Table 3.7: Distribution of Centres in Preliminary Stage Status by Zone**

Zone	Number of registered centres in preliminary registration	Number of VET institutions in preliminary registration more than 5 years	Percentage of institutions in preliminary registration for more than 5 years
Dar es Salaam	106	78	74
Northern Zone	100	72	72
Eastern Zone	44	28	64
Highlands	94	56	60
Southern Eastern Zone	19	11	58
South West	50	26	52
Central Zone	56	25	45
Lake Zone	98	27	28
Western Zone	22	5	23

*Source: Auditors' Analysis from VETA Accreditation Reports (2019)*

From **Table 3.7** it can be deduced that more than 56% of VET centres which were in the preliminary stage of registration had spent more than five years in the stage contrary to guidelines for institutions and registrations.

In Dar-es-salaam and Northern Zones more than 70% of VETA centres spent more than 5 years in the preliminary stage. Meanwhile, the Lake zone had less than 45% of its centres that spent more than 5 years in the preliminary registration status.

According to the interviews conducted, among the reasons of VETA being lenient with centres which extend a period of 5 years in preliminary registration status was because the high demand of VET in the society compared to the number of available capacity in VET centres.

### **b) Ineffective Compliance Monitoring by VETA Zone Offices**

According to VETA Act Cap 22 of 2006 under Section 12(1) zone offices are supposed to carry out inspection (compliance monitoring) to all vocational training centres. The visits are made to allow VETA to assess whether the centres are meeting the required standards on continuous basis.

It was noted that, Monitoring for Compliance and visits to VET service providers were not adequately conducted. The Compliance Monitoring was conducted only to VETA owned centers and thus leaving other VET providers. Other VET centres were visited only during registration, upgrading or accreditation period and not for the Compliance Monitoring activities.

Further analysis showed that annual zonal plans had no element of compliance monitoring to be conducted to other VET providers. The mentioned reasons for the omission were lack of adequate personnel, and financial constrains which had strong bearing in conducting the monitoring activities effectively.

It was further noted that failure to conduct visits to VET providers increases the risk of violation for the registration and accreditation standards and the quality of Vocational Education and Training in the country.

### **c) Ineffective conduct of quality Audits**

VETA is supposed to conduct quality audit to all VET centres at least once in every three years regardless of the risk level of that particular institution. The aim of these audits is to ensure that all centres maintain sound registration and accreditation standard.

Specifically, according to VETA corporate Plan IV, 50 percent of the registered VET Centres are supposed to be audited annually so as to assess the quality of services they provide. However, the audit noted that quality audits were rarely conducted. For instance in the last six years, only 13 percent of the registered VET service providers were subjected to quality audits as shown in Table 3.8 .

**Table 3.8: Number of Quality Audits Conducted from  
Financial Year 2013/14 to 2018/19**

Financial year	Number of VET Centres	Number of VET Providers subjected to Quality audits	Number not subjected quality audit
2013/14	760	0	760
2014/15	898	0	898
2015/16	877	0	877
2016/17	448	0	448
2017/18	655	0	655
2018/19	650	87	563

*Source: Auditors' Analysis from VETA Quality Audit Reports and Annual Reports (2019)*

Table 3.8 shows that in the last six years quality audit in Northern Zone had been conducted in 87 of its VET centres. According to interviews with officials at VETA, the main reason for the failure to effectively conduct quality audits was absence of dedicated quality audit unit which reports directly to Director General. This is contrary to section 8 of the Guidelines for risk based quality audits of VET centres.

The audit team is of the view that ineffective quality audits hampered the continuous improvement of quality in VET centres and increases incidences of quality standards violations by the VET centres.

**d) Ineffective Review of the VETA Curricula**

According to Guidelines for the Preparation of Quality Management Plan for Centres Accredited to VETA, curricula are required to be reviewed after every five years so as to encompass labor market signals. Curriculum review and evaluation essentially involve ascertaining the quality of a given curriculum.

Through the interviews held with the Director of Training from VETA it was revealed that there were delays in reviews of more than 80 percent of the VETA curricular which had expired in May 2018 in 13 sectors. . The reason cited was the failure of VETA to have effective quality assurance mechanism for follow up on the implementation of the curriculum.

Similarly, the audit noted that the curriculum reviews and development were not adequately informed by labor market surveys.

Delays in reviews of curricula would result in having the individual curriculum inputs, processes, outputs and outcomes that are not in line with the current needs of employers, the profession, graduates and society at large and thus impacting negatively the quality of Vocational Education and Training offered in the country.

**e) Insufficient number of Teachers to ensure quality of Vocational Education and Training**

According to TVET Policy of 2012, among the factors that contribute in lowering the quality of education delivered in VET centres were the inadequate number of teachers and the poor quality of the available teachers. Through interviews held with officials from MoEST and VETA it was noted that there was insufficient number of quality VET teachers in the country.

In the review of Accreditation Reports of 2018/19 from VETA, among the reasons for non-accreditation of centers were insufficient numbers of qualified teachers. Moreover, the review of VETA annual reports indicated insufficient number of VET quality teachers as a great challenge facing both VETA and VET centres.

During the interviews held with officials at VETA and MoEST it was noted that availability of teachers with both technical and pedagogical skills as per requirement was a big challenge. The audit team compared the number of required with available VET teachers in the country and revealed a significant deficit as indicated in Table 3.9.

**Table 3.9: Country Demand and Availability of VET Teachers’ from Financial Year 2013/14 to 018/19**

Financial Year	Demand (Number)	Available (Number)	% Deficit
2013/14	9,131	5,320	42
2014/15	10,488	5,325	49
2015/16	12,655	4242	66
2016/17	14,362	5,340	63
2017/18	16,530	5,357	68
2018/19	18,200	5800	69

*Source: Auditors’ Analysis of data from TVEDP and BEST Statistics 2013/14-2017/18*

**Table 3.9** above shows that the deficit of teachers has been increasing on yearly basis from a deficit of 42 percent in 2013/14 to a deficit of 69 percent in 2018/19. This indicates that deficit of Vocational Education Teachers is increasing year after year and this has resulted into the following;

**i) Inefficient Ratio of Student-Teachers in VET**

According to the Technical and Vocational Education and Training Development Programme (TVETDP), 2013/2014 - 2017/2018, students’ teacher ratio is required to be at 8:1 in TET and 16:1 in VET. That is 8 learners per teacher and 16 learners per teacher respectively.

The audit team compared the number of students enrolled at VETA centres with the number of teaching staff available. It was revealed that the ratio currently stand at 154:1 being the highest student to teacher ratio in VETA Dar-e.s-salaam which means one teacher teaches more than 154 students. The lowest ratio was at Njiro VHTTI which had a ratio of 7:1, seven students to one teacher.

Further the audit analysis was conducted by grouping the ratio as by zone, and centre type as indicated in table 3.10(a) and 3.10 (b) respectively. The numbers of students presented include both from the short and long courses offered by these centres.

**Table 3.10(a): Comparison of Students Teacher Ratio (STRs) by Zones/Centres**

Name of the centres	Total number of students <sup>14</sup>	Teachers	Students Teachers ratio	VETA standards
<b>Dar-es-salaam Zone</b>				
DSM RVTC	12329	80	154:1	16:1
Kipawa ICT	1010	33	48:1	16:1
<b>West Zone</b>				
Shinyanga VTC	2238	21	106:1	16:1
Tabora RVTC	1222	19	64:1	16:1
Ulyankuku VTC	357	18	19:1	16:1
<b>East Zone</b>				
Kihonda RVTC	2834	35	101:1	16:1
Dakawa VTC	264	26	10:1	16:1
<b>South Zone</b>				
Mbeya RVTC	1539	28	96:1	16:1
Njiro VHTTI	161	8	20:1	16:1
<b>Northern West</b>				
Arusha VTC	2392	17	141:1	16:1
Busokelo DVTC <sup>15</sup>	98	12	7:1	16:1
<b>Lake Zone</b>				
Mwanza RVTC	1122	29	38:1	16:1

Source: VETA Human Resource Database

Centres presented in Table 3.10(a) are regional vocational centres (RVTC), district vocational centers (DVTC) and Vocational training centre (VCT). The analysis shows that Dar-es-salaam RVTC has highest number of teachers compared to other visited VETA centres. However, the number of students per teacher ratio is high at 154 students per one teacher. This is an indication of overcrowding in the classrooms.

Further analysis was done by looking at the centres at Regional, district and vocational centres as indicated in Table 3.10(b).

<sup>14</sup> Long course and short course students

<sup>15</sup> The centre started operating in 2017

**Table 3.10(b): Comparison of Students Teacher Ratio by Centre type**

Name of the centres	Total number of students <sup>16</sup>	Teachers	Students Teachers Ratio	VETA standards
<b>Regional Vocational Training Centre (RVTC)</b>				
Kihonda RVTC	2834	35	101:1	16:1
Mtwara RVTC	2389	25	96:1	16:1
DSM RVTC	12329	80	154:1	16:1
Mbeya RVTSC	1539	28	96:1	16:1
Mwanza RVTSC	1122	29	38:1	16:1
Tabora RVTC	1222	19	64:1	16:1
<b>District Vocational Training Centre (DVTC)</b>				
Busokelo DVTC	161	8	20:1	16:1
<b>Vocational Training Centre (VTC)</b>				
Arusha VTC	2392	17	141:1	16:1
Shinyanga VTC	2238	21	106:1	16:1
Ulyankuku VTC	357	18	19:1	16:1
<b>Specialized Centres</b>				
Kipawa ICT	1010	33	48:1	16:1
Njiro VHTTI	98	12	7:1	16:1

*Source: VETA Human Resource Database*

From analysis of Table 3.10 (b) the audit shows that, most of the regional Vocational Training centres had higher numbers of enrolled students per teacher. This also entails the demand to have higher number of teachers so as to observe the desired ratio. Our audit observed that in some of these regional vocational centres such as Mtwara RVTC and Mbeya RVTC number of teachers is lower compared to other Vocational Training Centres like Dakawa which has lesser number of students.

On average the analysis shows that teachers in most of the centres are overwhelmed with the number of students. Interviews with VETA officials revealed that the situation could worsen up due to extension of VETA centres to District Levels.

---

<sup>16</sup> Long course and short course students



## **ii) Vocational Teachers lack Pedagogical Skills**

According to TVET Development Plan (2013/14-2017/18) MoEST through VETA should ensure that by 2015/16 at least 75 per cent of all teaching staffs in VET have the requisite qualifications, experiences and delivers to expectations and 100 per cent by 2017/18 and the same trends were expected to be maintained afterwards.

Pedagogical skills are important requisite for Vocational teachers to have. This is an additional teaching skills which involve ability to convey knowledge and skills in ways that students can understand, remember and apply.

Through review of Accreditation reports 2018/19, the audit noted that among the reasons for non-accreditation of centres was the inadequate number of sufficient teachers with pedagogical skills. Moreover, the review of audit of VETA annual reports (2013-2019) revealed high magnitude of the same problem in various centres.

Interviews with officials at the MoEST revealed that, despite the fact that most of the available vocational teachers have the requisite technical qualifications in their respective fields; the majority lack the required pedagogical skills, as indicated in Table 3.11.

**Table 3.11: Distribution of Vocational Teachers by Pedagogical Deficiencies by Zones<sup>17</sup>**

Zone	Total number of VET Teachers	Teachers with Pedagogical skills	Teachers without pedagogical skills	Percentage of Teachers without Pedagogical skills
Northern Zone	1350	262	1088	81
Eastern Zone	112	25	87	78
South West Zone	258	89	169	66
Dar-es-salaam zone	653	582	160	25
South East Zone	305	81	224	73
Western Zone	312	173	139	44
Lake Zone	No records	No records	No records	No records

*Source: Auditors' Analysis from VETA Zones Handbooks (2019)*

The audit analysis of zone VETA Handbooks reports shown in Table 3.11 revealed that Northern Zone has 81 percent of teachers without pedagogical skills while the Eastern Zone has 78 percent; South West Zone had 66 percent while Dar as Salaam Zone had only 25 percent of teachers without pedagogical skills for teaching and managing classes. Similarly, the audit noted through interviews with officials at VETA; that VETA has created an interim measure to solve the challenge of unqualified vocation teachers and those without pedagogical skills in the country through a one month crash course termed “Instruction Methodological Course (IMC)”

However, based on the requirements for Professional Vocational Teachers this time period is very minimal. The observed reasons for lack of pedagogical skills to a large percentage of are discussed below:

---

<sup>17</sup> As of 2018

**i) Low capacity at Morogoro Vocational Teachers Training College (MVTCC) to train adequate number of teachers in pedagogical skills**

It was noted that Morogoro Vocational Teachers Training College (MVTCC) has low capacity to accommodate and train vocational teachers. Further it was added that, the Morogoro Vocational Teachers Colleges lacks competence to train sufficient number of vocational teachers in the country.

MVTCC has an off-campus program where teachers can be taught also from their regions. But, in the review of VETA annual reports, it was revealed that MVTCC managed to train only 38 percent of the targeted 1500 vocational teacher per annum. Audit team noted a significant deviation of graduates that MVTCC can produce and Vocational teachers compared to the demand for VET teachers in the country as indicated in Table 3.12.

**Table 3.12: Demand of VET Teachers against MVTTC annual output from 2013/14 to 2018/19 <sup>18</sup>**

Year	Number of Demand of VET Teachers Countrywide	Number Graduate of MVTTC[1]	Variance (Number)
2013/14	9,131	180	8,951
2014/15	10,488	255	10,233
2015/16	12,655	110	12,545
2016/17	14,362	124	14,238
2017/18	16,530	87	16,443
2018/19	Unknown demand	Ongoing trainings	Nil

*Source: Auditors' Analysis of VETA Statistics and TVEDP Plan (2013/14-2017/18)*

From Table 3.12, it can be deduced that teachers requirements for Vocational Education ranges from 8951(2013/14) to 16443 in 2017/18 which means that as the country Tanzania has inadequate availability of Vocational Education Teachers and Morogoro Vocational Teachers Training College as an institution that produce such teachers lacks capacity to meet the huge country demand for VET teachers.

---

<sup>18</sup> 2013/14-2017/18

According to interviews with VETA officials the reasons of low capacity of Morogoro Vocational Teachers Training College to produce adequate number of teachers were inadequate infrastructure, facilities and inadequate teaching staff.

As such inadequate capacity to train Vocational Education Teachers would continue to expand the gap of unavailability of Vocational teachers with needed pedagogical skills in the country.

#### **ii) VET teachers are not registered**

Procedures and Guidelines for Registration of a Vocational Training Centres of 2<sup>nd</sup> June 2009 Section 2.2(C) require the Centre to have sufficient number of qualified vocational teachers as stipulated in the Manuals for establishment of VET centres.

Interview conducted with officials at VETA it revealed that no mechanism exists for registration of Vocational Education Teachers in the country.

Similarly, the audit noted through interviews with officials at VETA and MoEST that, the authority only collects teacher's information on qualifications and experience during registration and accreditation process.

Consequently, this contribute to ineffective and inefficient management of teachers and planning for teachers' in-service training management and quality control of professional needs of teachers thus negatively impacting the quality of Vocational Education in the country.

### **3.3.2 Inadequate Teacher's continuous professional development**

TVET Policy of 2012 stipulated that, MoEST through VETA are supposed to design and implement staff development plans for continuous development of staff qualifications. This is through enhancement of industrial attachments of existing teaching staff in industry (locally and abroad) to acquire or upgrade relevant practical skills. The audit noted the following with regards to VET teachers' continuous professional development:

### ***Inadequate In-service teachers' training and Teachers attachment to industries***

According to Technical and Vocational Education Policy of 2012, VETA and Training centres are supposed to ensure that teachers receive sufficient and adequate in-service teachers training.

The audit noted through interviews with MoEST officials and Zonal Human Resources Officers that, in-service trainings for VET teachers were rarely conducted.

In addition, the ESDP and TVET Plan require that teachers are attached to industries (locally and abroad) to acquire and upgrade relevant practical skills. According to interview with officials at VET centres, regional centres and officials at VETA and MoEST Vocational teachers are rarely attached to industries.

Similarly, it was observed that teachers from some zones, like for instance the South West Zone, have never been attached to industry during the six audited years. This situation might affect teachers' abilities to cope with changes in the labor market and in turn their abilities to give students up to date skills and knowledge.

According to interviewed officials from MoEST, VETA and MVTTTC the reasons for inadequate Teacher's Professional Development were inadequate implementation of staff development plans and absence of National Qualification Framework for Vocational teachers. Moreover, it was noted that without continuous updating of knowledge, skills and competencies, VET teachers and trainers run the risk of having their skills becoming rapidly obsolete.

### **3.3.3 Inadequate infrastructure for teaching and learning**

According to UNESCO's TVET Strategy (2016-2022), the availability of high-quality facilities and equipment is fundamental to the provision of high-quality TVET. The audit team noted the following weaknesses with regards to availability, conditions, and usability of working tools in provision of Quality Vocational Education and Training.

## Insufficient equipment and tools in the centres

The audit review of VETA's Monitoring and Evaluation Reports (2013/14-2018/19) and VETA's internal Audits Reports revealed that Vocational Education providers have insufficient tools and equipment in terms of number and quality to meet training needs and standards at the centres.

### a) Insufficient number of equipment in the Centres

According to interviews with VETA officials in the visited regions the challenge of having inadequate tools and equipment has been increasing year after year. The situation regarding the existing number of tools and equipment in the visited zones is indicated in Table 3.13(a).

**Table 3.13(a): Equipment and Machines required and their availability by Institutions**

Name of the VETA institution	Number of Required equipment/machines	Number of Available equipment/machines	Missing	Percentage Missing
Mwanza RVTC	1520	371	1149	76
Mtwara RVTC	1089	305	774	71
Kihonda RVTC	1189	458	731	61
Arusha VTC	378	167	211	56
Dakawa VTC Vocational	52	25	27	52
Tabora RVTC	1111	566	545	49
Kipawa ICT	1948	1018	930	48
Shinyanga VTC	673	546	127	19

Source: Auditors' Analysis from Centre Tools and Equipment Register (2019)

From Table 3.13(a) it can be deduced that Mwanza RVTC has the largest percentage of missing equipment and machines while Shinyanga had the lowest percentage of missing equipment and machines.

The audit further analyzed availability of equipment per occupation in each of the visited centres and the results indicated in Table 3.13 (b) suggested presence of inadequate number of tools which varies across different occupations.

**Table 3.13(b): Equipment Requirements and Availability by Centres and Course Offered**

Centre	Occupation	Required number of equipment	Total number of available equipment	Percent age available	Remarks based on standards
<b>Arusha VTC</b>	Agro mechanics	112	30	27	Low
	Carpentry and joinery	28	15	54	High
	Dstc	64	42	66	High
	Electrical installation	59	45	76	High
	masonry & brick laying	31	10	32	Low
	Plumbing	41	14	34	Low
	Welding & Metal fabrications	43	11	26	Low
<b>Kihonda RVTC</b>	Masonry and Bricklaying	61	31	51	High
	Electrical Installation	270	109	40	Low
	Diesel Engine mechanics	47	2	4	Low
	Motor Vehicle Mechanics	209	24	11	Low
	Plumbing and Pipe Fittings	22	10	45	Low
	Fitter Mechanics	214	83	39	Low
	Truck Driving	30	29	97	High
	Auto Electrical	137	31	23	Low
	Agro-Mechanics	18	16	89	High
	Design, Sewing and Cloth Technology	23	7	30	Low
	Carpentry and Joinery	123	109	89	High
	Refrigeration and Air Conditioning	35	7	20	Low
	<b>Dakawa</b>	Electrical installation (EL)	70	32	46
Plumbing and Pipe fittings (PPF)		62	28	45	Low
Agro-mechanics (AGM)		56	10	18	Low
Carpentry and Joinery (CJ)		69	45	65	High

Centre	Occupation	Required number of equipment	Total number of available equipment	Percentage available	Remarks based on standards
	Masonry and Bricklaying (MB)	45	27	60	High
	Design Sewing and Cloth Technology (DSCT)	38	23	61	High
	Leather Goods (LG)	48	20	42	Low
<b>Tabora</b>	Auto electric	37	8	22	Low
	Auto body repair	180	46	26	Low
	Carpentry and joinery	43	24	56	Low
	Design, sewing and cloth technology	231	150	65	High
	Masonry and bricklaying	47	13	28	Low
	Motor vehicle mechanics	72	11	15	Low
	Secretarial and computer	239	168	70	High
	Welding and fabrication	73	25	34	Low
	Handloom weaving	47	16	34	Low
	Electrical installation	142	105	74	High
	<b>Ulyankulu</b>	Secretarial and computer	142	230	162
Welding metal fabrication		26	16	62	High
Plumbing and pipe fittings		62	32	52	High
Electrical installation		16	10	63	High
Design sewing and cloth technology		144	124	86	High
Masonry and bricklaying		23	23	100	High
Carpentry and journey		16	29	181	High
<b>Shinyanga VTC</b>	Electrical installation	127	127	100	High
	Design, sewing & cloth technology	115	100	87	High
	masonry and bricklaying	25	47	188	High



Centre	Occupation	Required number of equipment	Total number of available equipment	Percentage available	Remarks based on standards
	Gemstone cutting, polishing & carving	120	70	58	Low
	Heavy duty equipment mechanics	80	58	73	High
	Plant operations	8	3	38	Low
	Welding & metal fabrication	47	25	53	High
	Plumbing and pipe fittings	52	17	33	Low
	Carpentry & joinery	55	18	33	Low
	Secretarial and computer application	44	81	184	High
Busekelo DVTC	Design sewing and Cloth Technology (DSCT)	45	30	67	High
	Electrical installation	39	14	36	Low
	Carpentry and Joinery	48	13	27	Low

*Source: Auditors' Analysis from Centre Tools and Equipment Register (2019)*

From **Table 3.13(b)** it can be inferred that all visited centres did not have adequate number of the required tools to meet the standards in each occupation. Specifically **Table 3.13(b)** revealed that in all visited centres' workshops more than 75 percent of the occupations have less than 50% of the required equipment such as machines and portable machines needed in the relevant occupation.

### **(b) Presence of inadequate tools in the visited centres**

The audit analysis of the required tools that are available in workshops of the visited centres indicate that there is a need of additional tools as shown in Table 3.14(a);

**Table 3.14(a): Practical Training Tools Required and Availability by Selected Centres**

Nam of the VET centre	Number of required tools	Number of available tools	Missing	Percentage Missing
Arusha VTC	1885	444	444	76
Mtwara RVTC	5817	1618	4199	72
Mwanza RVTC	2457	804	1653	67
Kihonda RVTC	7159	2481	4678	65
Busokelo	518	215	303	58
Kipawa ICT	1714	789	925	54
Dakawa VTC	388	185	203	52
Tabora RVTC	8931	4380	4551	51
Shinyanga VTC	4003	2172	1831	46
Ulyankulu VTC	2574	1778	796	31

Source: Auditors' Analysis from Centre Tools and Equipment Register (2019)

From Table 3.14(a) it can be deduced that Arusha VTC has the largest percentage of the missing tools while Ulyankulu VTC has the lowest percentage of the missing tool.

**Table 3.14(b): Tools Requirements and Availability by Centres and Occupation**

Name of the centre	Occupation	Total number of required tools	Total number of available tools	Percentage of available tools	Remarks
Arusha VTC	Agro mechanics	894	99	11	Low
	Carpentry and joinery	296	105	35	Low
	DSTC	28	1	4	Low
	Electrical installation	86	51	59	High
	Masonry & brick laying	191	62	32	Low
	Plumbing	17	0	0	Low
	Welding & metal fabrications	373	126	34	Low
Kihonda RVTC	Masonry and Bricklaying	264	222	84	High
	Electrical Installation	1135	144	13	Low

Name of the centre	Occupation	Total number of required tools	Total number of available tools	Percentage of available tools	Remarks
	Diesel Engine mechanics	538	138	26	Low
	Motor Vehicle Mechanics	759	137	18	Low
	Plumbing and Pipe Fittings	580	110	19	Low
	Fitter Mechanics	1478	231	16	Low
	Truck Driving	320	320	100	High
	Auto Electrical	394	325	82	High
	Agro-Mechanics	1290	516	40	Low
	Carpentry and Joinery	349	331	95	High
	Refrigeration and Air Conditioning	52	7	13	Low
<b>Dakawa VTC</b>	Electrical installation (EL)	47	12	26	Low
	Plumbing and Pipe fittings ( PPF)	17	8	47	Low
	Agro-mechanics (AGM)	16	9	56	High
	Carpentry and Joinery ( CJ)	14	5	36	Low
	Masonry and Bricklaying (MB)	7	4	57	High
	Design Sewing and Cloth Technology (DSCT)	9	5	56	High
	Leather Goods (LG)	15	8	53	High
<b>Tabora RVTC</b>	Auto electric	740	207	28	Low
	Auto body repair	1279	398	31	Low
	Carpentry and joinery	1621	621	38	Low
	Design, sewing and cloth technology	928	404	44	Low
	Masonry and bricklaying	309	177	57	High

Name of the centre	Occupation	Total number of required tools	Total number of available tools	Percentage of available tools	Remarks
	Motor vehicle mechanics	1254	474	38	Low
	Secretarial and computer	94	45	48	Low
	Welding and fabrication	849	467	55	Low
	Handloom weaving	1461	1419	100	High
	Electrical installation	396	168	42	Low
Ulyankulu	Secretarial and computer	52	22	42	Low
	Welding metal fabrication	461	273	59	High
	Plumbing and pipe fittings	710	495	70	High
	Electrical installation	469	264	56	High
	Design sewing and cloth technology	382	239	63	High
	Masonry and bricklaying	462	344	74	High
	Carpentry and journey	38	141	371	High
Shinyanga VTC	Electrical installation	638	265	42	Low
	Design, sewing & cloth technology	525	378	72	High
	Masonry and bricklaying	136	118	87	High
	Gemstone cutting, polishing & carving	181	135	75	High
	Heavy duty equipment mechanics	677	496	73	High
	Plant operations	31	24	77	High
	Welding & Metal fabrication	341	154	45	Low
	Plumbing and pipe fittings	473	154	33	Low
	Carpentry & joinery	908	350	39	Low
	Secretarial and computer application	93	98	105	High

Name of the centre	Occupation	Total number of required tools	Total number of available tools	Percentage of available tools	Remarks
Busokelo DVTC	Carpentry and Joinery	308	134	44	Low
	Electrical installation	127	29	23	Low
	Design, Sewing and Cloth Technology	83	52	63	High

*Source: Auditors' Analysis from Centre Tools and Equipment Register (2019)*

From **Table 3.14(b)** it can be inferred that all visited centres have occupations without adequate number of required number of tools to meet the standards. From **Table 3.14(b)**, it is noted that more than 75 percent of the occupations have less than 50% of the required tools in all visited centres.

Similarly, the audit noted that during the second quarter of the financial year 2019/20 the Directorate of Training consolidated the list of tools and equipment missing in VETA centres by specification and cost. From the analysis it was revealed that VETA has a deficiency of tools and equipment worth TZS 41 billion in all its centres in the country.

However, the audit review of VETA 2019/20 budgets indicates that VETA allocated only TZS 2 billion for tools and equipment. This means that it will take more than 20 financial years for VETA to have the required tools and equipment so as to ensure access to quality Vocational Education and Training.

Lack of tools and equipment in functioning workshops has major impact on acquisition of practical and applied skills and quality in general.

### 3.3.4 Inadequate Classrooms and workshops for Vocational Education Students

#### a) Inadequate Classrooms for Vocational Education Students

From the observation and interviews held with VET teachers, it was revealed that the visited center had inadequate number of class rooms. The VET standards require at list each trade to have one workshop supported with a class room which will be used in theoretical lessons.

The audit analyzed the available and required number of class rooms in the visited centres and the findings are shown in Table 3.15(a)

**Table 3.15(a): Requirement, Availability and Deficit of Classrooms by Selected Centres (in numbers)**

Institution Name	Required	Available	Deficit
Arusha VTC	6	4	2
VETA Hotel and Tourism Training Institute	9	5	4
Kipawa - ICT	5	5	0
Mbeya RVTSC	6	5	1
Dakawa VTC	12	8	4
Kihonda RVTSC	20	15	5
Mtwara RVTSC	21	21	0
Mwanza RVTC	30	14	16
Shinyanga VTC	10	5	5
Tabora RVTSC	13	13	0
Ulyankulu VTC	11	7	4

*Source: Auditors' Analysis from Education Sector Management Information System (2019)*

**Table 3.15(a)** shows that in the visited centres the deficit of classrooms ranges between 2 to 16 and Mwanza RVTC has the great deficit of class rooms.

The audit further compared the number of classrooms with the number of students in the visited centres and the findings are indicated on Table 3.15(b).

**Table 3.15(b): Classroom Student Ratio (CSR) by Selected Institutions**

Institution Name	Available	Number of students	Classroom per students Ratio
Arusha VTC	4	2392	1:598
Shinyanga VTC	5	2238	1:448
Mbeya RVTSC	5	1539	1:308
Kipawa - ICT	5	1010	1:202
Kihonda RVTSC	15	2834	1:189
Mtwara RVTSC	21	2389	1:114
Tabora RVTSC	13	1222	1:94
Mwanza RVTSC	14	1122	1:80
Ulyankulu VTC	7	357	1:51
VETA Hotel and Tourism Training Institute	5	98	1:20

*Source: Auditors' Analysis from Education Sector Management Information System and Vocational Education Management Information System (2019)*

From Table 3.15(b) it can be deduced that the ratio of classrooms per student varied greatly in all centres with Arusha VTC having a huge ratio of 1:598 while Ulyankulu had the smallest ratio at 1:51.

### **(b) Inadequate workshops for practical of Vocational Education and Training**

In the analysis of the VETA Data Handbooks (2013-2019), it was noted that demand for workshops exists in almost all centres. The same was observed during the interviews with VETA officials and on VETA centers that were visited.

During the visit at Busokelo DVTC it was revealed that, although there were rooms which were identified as workshops at the centre according to the interviews with teachers who taught various trades it was informed that the rooms are not of workshop standards.

Furthermore, the audit reviewed VETA's monitoring and Evaluation Reports, Annual Internal Audit Reports and Centres Annual Reports and it was revealed that centres operated without requisite workshops for practical training of students.

Table 3.16(a) shows the required and available number of workshops in each visited centres.

**Table 3.16(a): Workshops Requirement, Availability and Deficiency in Selected Centres**

Institution Name	Required	Available	Deficient
Arusha VTC	6	6	0
VETA Hotel and Tourism Training Institute	7	5	2
Kipawa - ICT	2	1	1
Mbeya RVTSC	12	12	0
Dakawa VTC	14	10	4
Kihonda RVTSC	12	12	0
Mtwara RVTSC	20	14	6
Mwanza RVTC	12	12	0
Shinyanga VTC	10	10	0
Tabora RVTSC	25	14	11
Ulyankulu VTC	7	7	0

*Source: Auditors' Analysis from Education Sector Management Information System (2019)*

From **Table 3.16(a)** it can be seen that there are deficit of workshops across visited centres which ranges between 2 to 11. The audit noted that Tabora RVTC has the highest deficit of workshops.

The audit further analyzed the ratio of available workshops per enrolled students in the visited VETA centres and found that the workload on workshops varied greatly as indicated on Table 3.16(b).



**Table 3.16(b): Comparison of Student per Workshop in Selected and visited Centres**

Institution Name	Available workshop	Number of students	Student per workshop Ratio
Kipawa - ICT	2	1010	1:505
Arusha VTC	6	2392	1:399
Kihonda RVTSC	12	2834	1:236
Shinyanga VTC	10	2238	1:224
Mtwara RVTSC	14	2389	1:171
Mbeya RVTSC	12	1539	1:128
Mwanza RVTSC	12	1122	1:94
Tabora RVTSC	14	1222	1:87
Ulyankulu VTC	7	357	1:51
VETA Hotel and Tourism Training Institute	5	98	1:20

*Source: Auditors' Analysis from Education Sector Management Information System and Vocational Education Management Information System (2019)*

From Table 3.16(b) above it can deduced that the ratios of workshops per students varied greatly in all centres with Kipawa having a largest ratio of 1:505 while Ulyankulu had a smallest of 1:51<sup>19</sup>.

### **3.3.5 Inadequate Accommodation and Tools for VET students with special needs**

According to the ESDP plan, MoEST through VETA should ensure availability and appropriateness of teaching and learning materials at all levels which are inclusive, gender sensitive and which promote active life-skill-based learning.

I Interview with VETA officials including VETA heads of centres, revealed that all VETA centres do not possess tools and equipment to be able to accommodate students with disabilities. In addition, only few centres were built in a way to support

<sup>19</sup> There are similarities between the ratio of students per classrooms presented on table 3.15(b) and ratio of students per workshops presented on table 3.16(b) this is due to the fact that some of workshop also have classrooms but some centres had workshops with no class rooms eg. VETA Mwanza, (Carpentry and Joinery trade)

disabled students. The rest of the canters are not disability friendly.

Moreover, the review of VETA Internal Audit Report of 2018/19 supported the view that there is existence of unsatisfactory workshops and learning conditions for trainees with disabilities.

The audit found out that the main reason for the observed challenges was lack of clear implementation plans on how to realise this objective, despite the ambition of VETA to accommodate students with disabilities as specified in its plans.

### **3.4 Inadequate and Unsustainable financing of Vocational Education and Training**

MoEST should ensure availability of adequate and timely financial resources to support improvements in access, equity and quality of VET within the core priority areas (TVET Policy, ESDP and TVET plans of 2013/14 to 2017/18. As it has been pointed out earlier in this report, financing for the access to Vocational Education and Training is through Skills Development Levy (SDL), donor funding, user fees and institutional income-generating activities. Several weaknesses were noted with respect to vocational education and training financing as elaborated below;

#### **3.4.1 Inadequate allocation and inappropriate utilization of Skills Development Levy (SDL)**

The Skills Development Levy (SDL) is a levy collected by the Tanzania Revenue Authority (TRA) in accordance with the VETA Act and Income Tax Act in order to promote skills development in Tanzania. Section 14 of the VETA Act, requires employers to contribute 4.5% of the total gross monthly emoluments as SDL.<sup>20</sup>

According to Section 15 of the VETA Act of 1994 (Revised edition 2006), (1/3) of the collected funds are supposed to be submitted to the VET Fund for VET activities. However, the audit noted through comparison of SDL collection and allocated budget to VETA that in all five years the SDL allocated to VETA was lower

---

<sup>20</sup> section 14 (2) The Vocational education and Training Act chapter 82 revised edition 2006

than the required amount to be allocated as per VETA Act as indicated in Table 3.17

**Table 3.17: Budget Allocation of SDL for VET activities from 2014/15 to 2018/19 (in TZS.Bill)**

Financial Year	SDL Collected	1/3 of SDL collected	Actual SDL allocated	% allocated
2014/15	216	71.312	46.3	65
2015/16	223	73.429	40.0	54
2016/17	280	92.439	26.4	29
2017/18	283	93.336	52.8	57
2018/19	296	97.682	54.0	55
<b>Total</b>	<b>1298</b>	<b>428.198</b>	<b>219.47</b>	<b>51</b>

Source: TRA SDL collection statistics and VETA budget document 2014/15-2018/19

From Table 3.17 it can be deduced that only 51% of the required SDL was allocated to VETA during the audited period. The percentage range of the allocation was 29% and 65%. Moreover the audit noted that the percentage allocation has decreased from 2017/18 to 2018/19 by 2%.

According to interviews held with the Director of Finance and officials at VETA, the allocated amount is inadequate to finance VET activities. This is due to increasing operational costs of Vocational Education and Training in the country, thus pushing up the unit-cost for trainers.

The consequences of reduced allocations include; the inability of VETA to reach set goals such as increasing access to vocational education in the country which demand also more resources. The audit observed that the most affected activities by this include the capacity building and attachment of teachers' to industry. All these activities need resources, but due to inadequate allocation of funds the centres leave out such activities. According to interviews with officials at VETA the allocation was based on ceiling from the Ministry of Finance.

### 3.4.2 Ineffective model for the allocation of funds to Vocational Education and Training Centres

The audit team analyzed allocation of funds to VETA owned centers in the last five years and found that, the allocation of funds varied among centres such that the range between the highest to the lowest was between 0 and 49 percent. The audit divided the analysis by centre type as indicated on table 3.18 (a) and SDL allocation as per centre zone as seen under table 3.18 (b).

**Table 3.18(a): Budget Allocation to VETA centers from 2013 to 2019 by Centres/Type/Category**

Name of the center	Required Budget TZS (Billion)	Allocated budget TZS (Billion)	Variance TZS (Billion)	Percent Variance
<b>Regional Vocational Training Centre</b>				
Mtwara RVTC	5.8	4.9	0.8	15
Tabora RVTC	4.6	4.6	0.07	2
Shinyanga RVTC	6.4	6.3	0.5	1
Mwanza RVTC	5.2	5.1	0	0
Mbeya RVTC	5.7	5.8	-169,421,743	-3
<b>District Vocational Training Centre</b>				
Busekelo DVTC	0.47	0.46	14,205,597	3
<b>Vocational Training Centre</b>				
ARUSHA VTC	4.5	4.4	0.8	2
Ulyankulu VTC	4.5	4.4	0.08	2
<b>Specialized Centres</b>				
Kipawa ICT	4.8	2.4	2.3	49
Njiro VHTTI	8.0	8.0	0	0

*Source: Auditors' Analysis from Budget and Budget Implementation Reports (2019)*

From Table 3.18 (a) it is noted that the regional VETA centres suffer most than other centres in receiving the SDL allocations. Further analysis on centre zone was conducted by looking at the differences between the allocated budget and expenditures and the results are indicated below in Table 3.18(b).

**Table 3.18 (b): Budget Allocation and Expenditures in VETA Centres by Zones (from 2013/14 to 2018/19)**

Zone	Allocated (In billions TZS)	Expenditure (In Billions TZS)	Variance	Percentage variance
Dar es Salaam Zone	2.7	3.7	1	37
South East Zone	3.3	3.6	0.3	9
Lake Zone	3.1	3.2	0.1	3
West Zone	3.4	3.4	0	0
South West Zone	4.3	4	-0.05	-1
Eastern Zone	3.6	3.5	-0.1	-3
North Zone	4.5	3.5	-1	-22

*Source: Auditors' Analysis from Budget and Budget Implementation Reports (2019)*

The main reason cited for varied allocation of funds in the visited centres was the basis for allocation which was largely based on enrolments and budgets of previous financial years. The main observed cause for the ineffective model for allocation of resources was the lack of a system that prioritizes economic sectors, particular skills, or types of training in response to economic trends. There is no needs-based allocation of funds in the VET system.

**a) Unrealistic Training Funds Allocations per Trainee in VETA owned centres**

According to interviews with VETA officials, it was noted that VETA provides uniform training funds to cover training materials to centres based on the number of enrolled students. The audit further noted that, the funds allocated for training materials were uniform across all trades regardless of the type of trade and occupations.

Similarly, the audit noted that VETA has not conducted analysis on the real required training cost for each occupation (Trade). Consequently, it was revealed that allocation of funds without consideration of actual cost of the occupation available makes it difficult for VETA centres to cover all required expenses. The existing situation calls for a financial allocation model that is based on foundation programme, unit-costs, and fiscal capacity of centres.

### 3.4.3 Centres spent more than the allocated budgets

The audit noted that in the last six years, 9 out of the 12 visited Vocational Training centres (VTC) spent more than the allocated funds.

The audit analysis of budgetary information indicates that in total, the visited centers spent more than 9.892 billion of the allocated budgets in such period with Mtwara RVTC having the highest variance of 2.9 billion while Njiro VHHTTI spent smallest amount of the allocated budget of 600 million as indicated in Table 3.19.

**Table 3.19: Comparisons of expenditures and allocated funds in the visited centres (2013/14-2018/19) - Amount in Billion TZS**

Name of the centre	Allocated	Expenditure	Percentage Variance
Kipawa	2.4	4.2	75
Mtwara RVTC	5	8	60
Arusha VTC	4.4	5.8	32
Busokelo[1]	0.46	0.57	24
Mbeya RVTC	6	7.2	20
Tabora RVTC	4.6	5	9
Dakawa VTC	3.6	3.8	6
Ulyankulu	4.4	4.4	0
Mwanza RVTC	5.1	5.1	0
Njiro VHHTTI	8.1	7.5	-7
Shinyanga VTC	6.3	5.7	-10

*Source: Auditors' Analysis from Budget and Budget Implementation Reports (2019)*

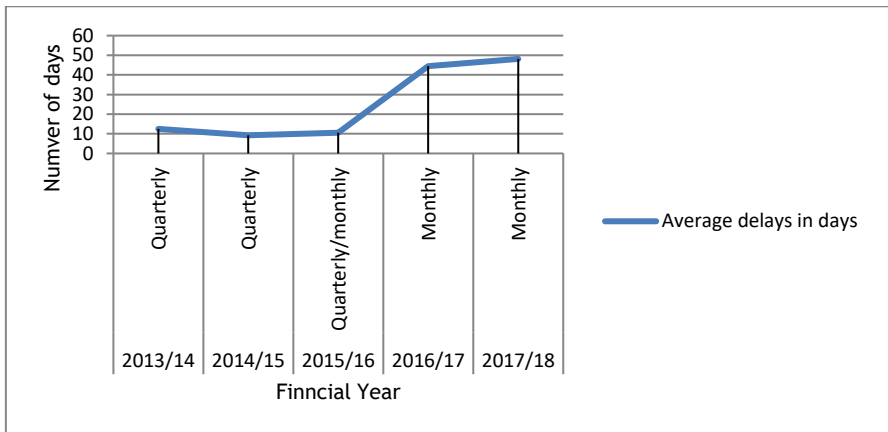
From Table 3.19 it is shown that the overspending of the allocated budget ranged between 9 to 75 percent of the allocated budget. Similarly the audit noted that there were centres which underspent the allocated budget such as Njiro VHHTTI and Shinyanga VTC. The interviews with officials from VETA revealed that the main reason for overspending included poor planning, poor budgeting and lack of expenditure control.

### 3.4.4 Delays in disbursement of funds to VETA centres and Zones

According to interviews with officials in Zones and VETA centres there have been delays in disbursement of funds. Through interviews with officials in Zone and Visited centres it was noted that delays have been increasing after the change in disbursement mode from quarterly to monthly as can be observed in Table 3.9.

Through interview with officials, at VETA HQ, it was noted that delays are mainly caused by late disbursement of funds from the Ministry of Finance through Ministry of Education Science and Technology. It was further noted from interviews with officials in the zone and VET centres that delays affect the buying of training materials which in turn affect provision of Technical and Vocational Education and Training.

**Figure 3.9: Quarterly/Monthly Delays in disbursement of funds to Zones and VETA centres**



*Source: Auditors' Analysis from VETA Disbursement Reports (2019)*

The audit team analysis of the allocated and disbursed funds indicates that in all six years there have been delays in disbursement of funds to VETA centres as indicated on Figure 3.9. On average the delays ranged between 12.5 days to 48.14 days per quarterly. According to interviews with officials at MoEST the delays are the result of late disbursement from the Ministry of Finance.

#### **3.4.4 Operationalization of the Skills Development Fund (SDF) without skills gap analysis**

The Skills Development Fund (SDF) was established by the Government of Tanzania through the National Skills Development Strategy (NSDS) for period 2016-2027 to ensure development of a skilled workforce in key economic sectors in the country. The overall goal of the SDF is to minimize skills gaps by rapidly increasing the supply of graduates with skills relevant to the labor market and according to economy wide signal.

The Coordinator of Sector Skills Councils at TPSF noted that the National Skills Development Fund has started dishing out funds without any skills gap analysis and without efficient allocation formulae.

The aim of the skills development fund was to issue funds aiming at capacity of Tanzanians involved in six key economic sectors mainly Agriculture, Agribusiness and Agro-Processing; Tourism and Hospitality; Transport and Logistics; Construction; Information and Communications Technology (ICT); and Energy based on adequate skills gap analysis for each of the sector.

#### **3.5 Inadequate Monitoring and Evaluation of VETA by MoEST**

The Ministry of Education, Science and Technology is required to ensure that Vocational Education and Training is periodically Monitored and Evaluated at all levels in line with the TVET Sub-sector M&E Framework.

Interviews with the responsible officials at the Ministry and the review of Vocational Education Monitoring and Evaluation Reports at the Ministry of Education revealed that Monitoring and Evaluation Vocational Education and Training were inadequately carried out as discussed below:

##### **3.5.1 Ineffective Monitoring and Evaluation on VETA Performance**

According to Education Sector Development Plan(Ministry of Education Strategic Plan, the Ministry of Education is supposed to develop and sustain a regular Monitoring and Evaluation (M&E) system for activities related ensuring Access to Quality



Vocational Education Training at national level including development of performance indicators and benchmarks.

The audit noted that the Ministry of Education has not been effectively conducting Monitoring and Evaluation of VETA with regard to activities planned to ensure access to quality Vocational Education and Training in the country.

Although VETA is supposed to submit reports to MoEST on its Performance on activities planned to ensure access to Quality Vocational Education there was no evidence that Performance reports were submitted to MoEST in the last six years. Similarly, According to interviews held with officials at MoEST the audit noted that MoEST has not conducted any independent centre based evaluation on performance of VETA with regards to Access to Quality Vocational Education and Training.

### **3.5.2 Ineffective Monitoring and Evaluation Framework for Vocational Education and Training**

According to Technical and Vocational Education Development Program (2013/14-2017/18) and Education Sector Development Plan (2016/17-2020/21) MoEST is supposed to develop Monitoring and Evaluation framework with Key Performance indicators for monitoring and Evaluation of Vocational Education and Training.

The audit noted through interviews with the Assistant Director of Monitoring and Evaluation at the MoEST that the Ministry developed a Macro Monitoring and Evaluation Framework for Vocational Education subsector with Key macro performance indicators to measure both Access and quality of Vocational Education Training. However, the audit noted that, despite the fact that key performance indicators are available in Education Sector Development Plan Evaluation Plan and VETA Corporate Plans those indicators were ineffectively used to measure performance and progress on management of access to quality vocational Education and Training in the country.

Similarly, the interviews conducted with the Ministry of Education officials revealed that there was no monitoring and evaluation conducted to measure the implementation of Vocational Education and Training Development Plan (2013/14-2017/18). Moreover, the available data at the Ministry of

Education, Science and Technology are not sufficient in terms of breadth and quality to allow more in-depth system-wide analyses of outcomes or efficiency in spending on Vocational Education Training. The audit noted that, insufficient Monitoring and Evaluation impacts the accountability and transparency of the implementation of Vocational Education and Training in the country.

### **3.5.3 Ineffective development and use of Key performance indicators to measure access to quality Vocational Education and Training provided by VETA**

The most important focus of ESDP is on increasing equitable access to VET education and improving (quality) of the learning outcomes of all learners at all levels.

These two goals could be achieved through a number of key interventions such as; enhancing the school and external factors that impact teacher training and capacity building, reviewing, centre mapping and expanding the provision of infrastructure to meet the rising demand at all levels such as post-basic learning opportunities, especially for the greatly expanded provision of VET and skills training.

The audit observed that, the VETA's Cooperate Plans (VCP) of year 2014/14-2017/18 did not include the Key Performance Indicators to measure the attainment of the goals set in order to achieve access to quality VET. However, VETA Corporate plan V has identified Key Performance indicators for measuring progress on access to quality Vocational Education and Training.

Similarly, the audit noted through reviews of VETA annual reports (2013/14-2018/19) that the identified key performance indicators in the corporate plans are not used in the reporting about the authority's progress towards the attainment of its goals on promotion of access to Quality Vocational Education and Training.

### **3.5.4 Ineffective reporting of Monitoring and Evaluation results by MoEST and VETA**

The audit noted existence of ineffective Monitoring and Evaluation of activities conducted by the Ministry of Education.

In addition, it was noted that adequate reporting mechanism of the vocational education performance is missing in the country. The main observed reason was that Monitoring and Evaluation was conducted by VETA by submitting the reports to the Ministry who use the reports as a way of monitoring the VET activities in the country.

From the reviewed Monitoring and Evaluation reports prepared by VETA, the audit noted that there is a weak evaluation of Vocational Education and Trainings conducted. According to VETA Monitoring and Evaluation guidelines, evaluation activities should be conducted in collaboration with an external observer or should entirely be outsourced.

The audit found out that the whole Monitoring and Evaluation activity conducted by VETA is conducted by VETA staff with no active involvement of external evaluator such as teachers, parents etc. as per the M&E guideline. This is contrary to the requirements of the guidelines.

### **3.5.5 Weak implementation of recommendations issued by Monitoring and Evaluation Reports by MoEST and VETA**

From the interviews conducted with VETA officials, it was indicated that most of the recommendations issued to VET Centers have not been implemented optimally. This has been evidenced by the existence of (re-equipment) modernization plan which is a result of long time reporting on presence of old and crude technology used in the VET centres. The modernization plan has been implemented in some of the VETA owned centres. Re-equipping process involved equipping the centres with new technologies, building of new structures such as workshops, boarding facilities and administrative blocks as seen in centres such as VETA-Oljoru, VETA-Kihonda etc.

However, this plan has been only implemented in VETA owned centres leaving out Private VET provider who most of them face similar challenges. Average VETA owned centres can consume an average of only 45 percent of VET education demand in the country. From the sampled VETA Monitoring and Evaluation reports it was noted that VETA has been giving out similar recommendations to the centres over the years with no major changes, or implementation of the recommendations.

The audit noted that VETA has not developed a database for easy follow up on recommendations issued during Monitoring and Evaluation of its activities.

### **3.5.6 Inadequate coordination between MoEST, VETA and other stakeholders**

TVET Development Plan insists on coordination between the MoEST, employers and other Stakeholders in the formulation of TVET sub-sector policies and legislations and implementation of different of VET. The collaboration of the stakeholders has been insisted in several VET administration and technical activities such as policy formulation, Monitoring and Evaluation activities, review and formulation of curricula, however, the audit noted that there is inadequate coordination in different aspects;

#### **a) Inadequate Coordination in Policy formulation and Reviews for skills development and Policy**

According to Technical and Vocational Education Plan Ministries are supposed to coordinate skills development through collaborations. These are MoEST which oversees pre-employment education and the Ministry for State in the Prime Minister's Office responsible for Policy, Parliamentary Affairs, Labor, Employment, Youth and the Disabled which is responsible for employment services and labor market analysis.

The audit noted that there was lack of coordination in the planning and implementation of skills development specifically on Vocational Education and Training between the Ministry of Education, Science and Technology and Ministry for State in the Prime Minister's Office responsible for Policy, Parliamentary Affairs, Labor, Employment, Youth and the Disabled.

The audit noted through interview with officials at the MOEST that the planning and implementation of skills development including Vocational skills is largely in silo with both Ministries working largely independently. The reasons for this are the absence of a National Policy in planning and implementation of skills development in Vocational Education and Training across line Ministries. Consequently, this situation has the danger of resulting to the mismatch between the demand and supply of skilled labor in the market.

**b) VET providers fora are not effectively conducted in Zones**

According to VETA corporate Plan (IV and V) VETA zone offices are supposed to conduct annual employer’s fora for coordination and information sharing purpose. Specifically the forums are conducted in order to facilitate various issues and discuss the challenges on provision of Vocational Education in Zones, and share update on new developments and improvements such as curriculum development reviews update and conduct of reviews for different guidelines.

The audit noted that VET providers’ fora were not adequately conducted in all Zones as required as shown in Table 3.19.

Moreover, according to interviews with Zonal Directors in the visited regions VET providers are rarely contacted. The audit review of annual reports in the visited Zones revealed that VET Providers’ forums were not conducted in the last six Years.

**Table 3.20: Number of VET Providers forums Conducted per Zone (2013/14-2018/19)**

Name of Zones	Number of required VET forums	Number forums held	Percentage held
South East	6	1	16
Western	6	1	16
Dar es Salaam	6	0	0
Lake	6	0	0
South West	6	0	0
Northern	6	0	0
Eastern Zone	6	0	0

*Source: Auditors’ analysis from VETA Zone Annual Reports (2013/14 - 2018/19)*

From Table 3.20, it can be inferred that in all six years only Western Zone and South East Zone managed to conduct sixteen percent (16 percent) of required VET provider’s forums. According to interviews with officials in the visited Zones and Centres failure to conduct VET forums is not desirable as it jeopardizes exchange of information’s, ideas and conceptualization and consequently impairs provision of quality vocational Education Training.

**c) Ineffective Linkages with the Private sector, and Trade Unions**

The industrial linkages between private sector, Policy makers and Vocational Education Providers is paramount in ensuring matching of the demand and supply of Vocational Education skills in the country. The audit noted through interviews with officials at MOEST and VETA that there is ineffective linkage between VETA, MOEST, the Private sector and trade unions.

## **CHAPTER FOUR**

### **AUDIT CONCLUSION**

#### **4.1 Introduction**

This chapter gives the audit conclusion based on the findings presented in the previous chapter. The basis for drawing audit conclusion is the overall and specific objective of the audit as presented in chapter one of this report.

#### **4.2 General conclusion**

The audit generally found that despite all the existing efforts the Ministry of Education, Science and Technology (MoEST) through Vocational Education and Training Authority (VETA) has not effectively ensured that Tanzanians have access to quality Vocational Education and Training in order to enhance their skills development and meet labor market demands and economy wide needs. The specific audit conclusions are discussed below.

#### **4.3 Specific Audit Conclusions**

##### **4.3.1 Limited access to Vocational Education and Training among applicants who meet entry qualifications**

Despite the efforts of the Government to increase the number of VET centers in the country, the enrolment rate is still low compared to the annual number of primary and secondary school leavers. Only 24% of school leavers are joining VET centers despite that the fact that most of the applicants meet entry qualifications for the Vocational Education and Training.

Enrollment plans in courses related to occupations that reflect national strategic areas of boosting productivity are not adequately informed by effective labor market analysis that is based on adequate forecasting of skills and demand requirements. Presence of a disparity in enrollment of applicants in terms of physical abilities and gender was also discovered. In particular, the audit concludes that few candidates with disabilities are enrolled in Vocational Education and Training compared to those without disabilities, mostly due

to lack of capacity to accommodate a good number of such candidates in terms of availability of teachers and equipment.

Similarly, female students have not been sufficiently enrolled in occupations that are related to science and technology like for instance the occupations related to construction, transport and logistics, and information, communication technology. This impacts negatively the efforts to achieve gender parity in occupations that are important in achieving the Strategic Development Goals of the country.

#### **4.3.2 Ineffective Mechanism to Enhance the Quality of Vocational Education and Training**

Availability of the mechanism for enhancing the quality of Vocational Education and Training and ensure that all providers meet the required standards for the provision of vocational education and training services are crucial for development and implementation of effective courses. It was generally found out that such mechanisms are lacking in the visited zones.

The Quality Audits to ascertain the quality of Vocational Education and Training in Vocational Education and Training centres have not been sufficiently conducted. This has left a large number of VET centers for the last 6 years without full registration status. This means that those institutions which are about 87 VET centers are operating under a preliminary registration status as they are not meeting all the quality requirements for the provision of VET.

Since most of these centres have been allowed to operate beyond 5 years, the maximum period of operating under the preliminary registration status, and no much efforts have been made by such centers to upgrade their registration status.

Compliance monitoring to ascertain the quality of Education provided in VET centres was not effective and efficient and as a result few centres meet the required occupational standards.

The quality of Vocational Education in Tanzania is impaired due to unavailability of key tools, equipment and teachers in VET centres. There are insufficient basic tools and equipment for all occupations in Vocational Education and Training in the country.



This means that some graduates might undergo training without being exposed to some practice with the key tools and equipment. This makes most part of VET to be theoretical in the country contrary to the original purpose of ensuring that VET students are trained to practically use different set of tools and equipment.

Vocational Education and Training as a type of education which leads to the acquisition of practical and applied skills to an individual so as to secure employment or be self- employed in a particular occupation for sustainable livelihood is not appreciated. These skills can only be obtained in well-established and functional workshops with the right tools, equipment and machines as part of effective implementation of VET.

#### **4.3.3 Insufficient Funding for Vocational Education and Training activities**

The Funding formula of Vocational Education and Training is not appropriately operationalised as the Skills Development Levy which was meant for financing Vocational Education and Training is also used to finance other activities.

Instead of full allocations, VETA received only 51% of one third of the collected Skills Development Levy in the last six years. The remaining percentage was relocated to other activities simply because of the inability to ring-fence the Skills Development Levy to make it be used for Vocational Education Training as originally planned.

There is an ineffective model for allocation of financial resources to VET centers due to the unrealistic calculation of training cost per trainee and as a result other centers received and spent more funds while others received and spent less than their allocated budgets.

There were delays in disbursements of funds to Zones and VET centers which impacted negatively on implementation of VET activities such as the purchases of training materials for operational purposes.

Stable and reliable funding of VET activities is critical for the creation of a semi-skilled workforce in the country. The noted challenges on the funding of VET hampers the capacity of VETA to train a large mass of the people who could fit well in the labour market and become more productive in the wider economy.

#### **4.3.4 Insufficient Monitoring and Evaluation on the Performance of VETA in the provision of VET**

Monitoring and evaluation of the performance of VETA in the provision of Vocational Education and Training was not efficiently and sufficiently done by the Ministry of Education, Science and Technology.

The Ministry did not conduct periodical formative and summative monitoring and evaluations to VETA on activities related to provision of VET. The Ministry sought to rely on quarterly monitoring reports that were submitted by VETA to the Ministry in establishing the level of performance of such institution. As a result, the ability of the Ministry of Education Science and Technology to have independent and clinically focused information on the performance of VETA as a service provider as well as regulator of VET in the country has been jeopardized.

On the other hand, the Ministry was lacking an effective Monitoring and Evaluation Framework for VET. The Ministry has developed the macro-based performance indicators as part of the measures for promoting the monitoring and evaluation processes. However, the well-established key performance indicators for measuring the specific performance areas in VET are lacking in the country. This is critical since having a large number of personnel trained on VET is a pre-requisite for a country to become a middle-income country with sufficient semi-skilled laborers who can contribute to the economic development of the country.

Moreover, insufficient monitoring and evaluation on the provision of VET in the country not only impairs transparency and accountability in the most important focus of the Education Sector Development Program (ESDP) that is, to increase equitable access to VET education and improving the quality of

learning outcomes of all learners at all levels, but, also the Government ability to track the level of implementation of the policy on VET and the extent to which the set objectives have been met or not, so as to take necessary corrective actions.

## CHAPTER FIVE

### AUDIT RECOMMENDATIONS

#### 5.1 Introduction

The audit findings and conclusions have pointed out several weaknesses in the system of ensuring access to quality Vocational Education and Training in Tanzania. Areas for further improvement have been identified in the system for ensuring that there will be more equitable access to quality Vocational Education and Training in the country.

In order to enhance equitable access to quality Vocational Education and Training in the country, various recommendations have been provided by the audit team. The recommendations mostly argue a case for promotion of the 3Es namely; Economy, Efficiency and Effectiveness in the use of the public resources in conduct of VET activities in the country. The recommendations are specifically addressed to the Ministry of Education Science and Technology as the key overseer, facilitator, and coordinator and Vocational Education and Training Authority as a regulator of Vocational Education and Training.

#### 5.2 Specific Audit Recommendations

##### 5.2.1 Recommendations to the Ministry of Education, Science and Technology

The Ministry of Education, Science and Technology should:

- i) Ensure that Vocational Education Information and Education Management Systems are integrated in order to have quality and reliable VET Data for the purpose of decision making;
- ii) Enhance stable, reliable and timely funding system to the Vocational centres, in order to ascertain that VET activities are not paralyzed due to delayed disbursement and under-funding in general;

- iii) Establish Quasi- independent Quality Assurance Function for Vocational Education and Training;
- iv) Facilitate formal partnerships between VETA, VET providers, Trade Unions and employers to enhance the relevancy of VET graduates in the labour market and economy wide needs;
- v) Strengthen the Monitoring and Evaluation mechanism for Vocational Education and Training, so as to ensure policies, objectives and plans for access to quality vocational education and training are effectively met and implemented; and
- vi) Ensure that VET teachers are in a database which includes all necessary identification details that can be used when planning for teachers' capacity and competence building programs.

### **5.2.2 Recommendations to Vocational Education and Training Authority**

The Vocational Education and Training Authority (VETA) should:

- i) Ensure that spatial distribution of VETA centres, efficiently considers the demands and economic environment of the society and geographical zones;
- ii) Develop and implement a plan for inclusion of disadvantaged groups to the Vocational Education and Training;
- iii) Effectively develop and implement mechanisms which ensure skills of the vocational teachers are up-to-date and relevant to the labour market demands and economy wide needs;
- iv) Develop mechanism for forecasting the demand and supply of Vocational Education learners for different priority occupations and sectors in the country;
- v) Strengthen Compliance monitoring and quality audits to other VET providers, so as to ascertain that the vocational

education and training offered in the country as a whole comply to the required standards and quality; and

- vi) Develop and implement a sustainable long-term plan for modernisation of VETA infrastructure, tools and equipment.

## REFERENCES

- 1) Government of Tanzania (2016). Education Sector Development Plan (2016/17 - 2020/21)
- 2) Government of Tanzania (2016a). *Five Year Development Plan 2016/17-2020/21*
- 3) Government of Tanzania (2016b). *National Skills Development Strategy 2016/17-2025/26*. Ministry of Education, Science and Technology and Prime Minister's Office Labour, Youth Employment and Persons with Disabilities
- 4) Ministry of Education, Science and Technology (2019), *Annual Plans(2013/14-2018/19)*
- 5) Tanzania Planning Commission (2014). *The Study on National Skills Development to Facilitate Tanzania to become a Strong and Competitive Economy by 2025*. Dar es Salaam: President's Office, United Republic of Tanzania
- 6) *Government of Tanzania. Technical and Vocational Education and Training Development Programme (TVETDP) 2013/14 - 2017/18*
- 7) United Republic of Tanzania (2006). *Vocational Educational and Training Act*. Dodoma: United Republic of Tanzania
- 8) United Republic of Tanzania (2008). *Education Sector Development Programme 2008-2017*. Dodoma: United Republic of Tanzania
- 9) United Republic of Tanzania (2010). *National Strategy for Growth and Reduction of Poverty*. Dodoma: United Republic of Tanzania
- 10) UNESCO(2015). *Technical and Vocational Education Strategy (2016-2021)*
- 11) United Republic of Tanzania (2012). *Medium Term Strategic Plan 2012/13 - 2015/16*. Dodoma: United Republic of Tanzania
- 12) United Republic of Tanzania (2018) *The Economic Survey of*

Tanzania.Dodoma:United Republic of Tanzania

- 13) VETA's (2013). *Cooperate Plans (VCP)*, 2014/14-2017/18
- 14) World Bank (2016). *Skill Use, Deficits and Firm Performance in Formal Sector Enterprises, TESS, and Policy*
- 15) World Bank (2015). *Are Inadequate Workforce Skills Undermining Tanzanian Firms? Policy Brief - Results from TESS*



# ***APPENDICES***

## Appendix I: Responses from the Audited Entities

This part covers the responses from audited entity namely, the Ministry of Education, Science and Technology and VETA. The responses are divided into two i.e. general comments and specific comments in each of the issued audit recommendations. This is detailed in appendices 1(a) and 1(b) below:

### Appendix I(a): Responses from the Ministry of Education, Science and Technology

#### A: Overall responses

To Comply with general comments and specific comments in each of the issued audit recommendations.

#### B: Specific Responses on the given audit recommendations

No.	Recommendations to the Ministry of Education Science and Technology	Comments of the Ministry of Ministry Education, Science and Technology	Action(s) to be taken	Time line
1.	Ensure that Vocational Education Information and Education Management system are integrated in order to have quality and reliable VET Data	We agree with the auditors' recommendation. The integration and implementation of an Information Education Management System (EMIS) in the field of Technical and Vocational Education and Training (TVET) is a strategic factor for improving the planning, design and evaluation of education and training proposals and programs.	<ul style="list-style-type: none"> <li>Ministry of Education, Science and Technology through Vocational Education and Training Authority is developing a new revised system of VET Information Education Management System (EMIS) for improving the planning, design and evaluation of education and training proposals and programs.</li> <li>The Ministry is in the process of developing the data system</li> </ul>	<p>June 2021</p> <p>June 2021</p>

			centre where by each data of its institute will be available online.	
2.	Enhance timely funding system to the Vocational centres, in order to ascertain that VET activities are not paralyzed due to delayed disbursement of funds	We agree with the auditors' recommendation. It is important that a smooth and timely flow of funds is arranged in accordance with Action plan, budgets and the agreed disbursement schedules. However, release of funds to VETA depends on disbursement of funds from Treasury	Ministry of Education, Science and Technology will continue making a close follow up	Continuous
3.	Establish an independent Quality Assurance Function for Vocational Education and Training	We agree with the auditors' recommendation Ministry of Education, Science and Technology is in the process of transferring the functions of ensuring quality/regulating the training activities to NACTE (independent system) meanwhile VETA shall be responsible for providing Vocational training and education among other functions.  Moreover, the new structure for VETA has already been	Ministry of Education, Science and Technology is in the process of preparing Cabinet papers involving the amendments of Laws which established both VETA and NACTE.	<i>June 2021</i>

		approved by the Presidential Implementation Committee (PIC) on 13 <sup>th</sup> March, 2020, which also instructed on the submission of the Cabinet papers involving the amendments of Laws which established both VETA and NACTE which have been affected by these changes.		
4.	Facilitate formal partnerships between VETA, VET providers and employers to enhance the relevancy of VET graduates in the labor market	We agree with the auditors' recommendation. Ministry of Education, Science and Technology has established 6 Sector Skills Councils (SSCs) through Tanzania Private Sector Foundation (TPSF) to start with. These will link key stakeholders such as firms, training providers, Ministries etc., to align the skills gap in order to provide relevant trainings. These SSCs are: (i) Agriculture & Agribusiness, (ii) Transport & Logistics, (iii) Tourism & Hospitality, (iv) Construction, (v) Information & Communication	Ministry of Education, Science and Technology will foresee the implementation of roles and responsibilities of the Sector Skills Councils	<i>Continuou s</i>

		Technology, and (vi)Energy.		
5.	Strengthen the Monitoring and Evaluation mechanism for Vocational Education and Training, so as to ensure policies, objectives and plans for access to quality vocational education and training are effectively met	We agree with the auditors' recommendation that it is critically important that Monitoring and Evaluation mechanism are strengthened with adequacy and continuity of funding, and build capacity for the Staff members	Ministry of Education, science and Technology is still employing staff especially in TVET Directorate in order to strengthen the Monitoring and Evaluation Mechanism and is in the process of: <ul style="list-style-type: none"> <li>• Reforming M&amp;E systems to respond to training needs and policies, objectives and plans for access.</li> <li>• Addressing the potential risks of generating important volume of data using Information Education Management System (EMIS) which is in the process of development</li> </ul>	<i>June 2021</i>
6.	Ensure that VET teachers are registered and are in a database which will include all necessary details that can be used when planning for teachers' capacity building programs	We agree with the auditors' recommendation	Parallel development of the National Qualification and Competency Standards Framework and the Quality Assurance System which will also include the development of Database for VET Teachers registration.	<i>June 2021</i>

## Appendix I(b): Responses from Vocational Education Authority

### A: Overall responses

The Auditors' report is very valid and has positive recommendations that add value to the Organization.

VETA Management will consider all auditors' recommendations for improvement of the VET delivery systems.

### B: Specific response on the given audit recommendations

No.	Recommendations to Vocational Education Authority	Comments from Vocational Education and Training Authority	Action(s) to be taken	Time line
1	Ensure that distribution of VETA centres, efficiently considers the demands and economic environment of the society and geographical zones	The geographical distribution of VETA centres is based on Government policy of having a Regional VETA centre in all Regions and later in all Districts. Efforts are ongoing for achieving the plan. It is largely achieved at Regional level and about 26% for District Centres. The economic environment of the society is a basic requirement for establishing a VETA centre and its training programmes, as captured by	Construction of new VETA centres is progressing in four (4) Regions and 29 Districts countrywide. 40b/= was set aside in Financial Year 2019/20 for construction of 25 District VETA Centres and their distribution considered geographical demand and economic environment of the society. More centres will be constructed in the subsequent years as much as the budgetary allocations allow.	2019/2020 and subsequent years

		the labour market surveys or studies conducted by VETA from time to time.		
2	Develop a plan for inclusion of disadvantaged groups to the Vocational Education and Training	VETA has in its Institutional Action Plan (the VETA Corporate Plan (VCP) V 2018 to 2023) an enrolment target of 400 students with disabilities. A priority is set on improving the infrastructure in VETA centres and supporting Other VET Providers for doing the same.	VETA is collaborating with the Ministry of Education, Science and Technology to develop standards for inclusion of disadvantage groups in VET centers. All VET teachers are provided with skills of handling people with disabilities, since the curriculum for Vocational Teachers integrates education on inclusion of disadvantaged groups.	2018-2023
3	Effectively implement mechanisms which ensure skills of the vocational teachers are up-to-date and relevant to the labour market demands	Authority is recognizing the importance of regularly updating the Vocational Teachers' skills in line with the labour market demands. VETA has set aside 2% of its annual budget for staff capacity building.  In the financial year 2018/19, a total of 249 staff were trained (104	VETA plans to build capacity of the Vocational Teachers through three mechanisms: a. Long and Short course training to upgrade knowledge and skills; b. Industrial attachment to expose them with new technologies existing in the market and updating their practical (hands on) skills; and	On going

		<p>attended long courses and 145 attended short courses). Also, 129 Vocational Teachers attended Skills Upgrading Programmes in their respective occupations through special (Tailor-made) programmes, viz. Dual Apprenticeship Training programme (in collaboration with experts from Germany) and the WB's Education for Skills and Productive Jobs (ESPJ).</p>	<p>c. Tailor made courses in partnership with development partners in VET e.g. The Dual Apprenticeship Training System (DATS) to Vocational Teachers.</p> <p>A capacity building programme for implementing the mechanisms is already in place.</p>	
4	<p>Develop mechanism for forecasting the demand and supply of Vocational Education learners across different occupations and sectors in the country</p>	<p>VETA has a Section that deals with Labour Market Study. The studies provide data that enable to establish the demand and supply of VET learners for the different occupations and sectors. Establishment of Sector Skills Councils will help to facilitate forecasting of the same.</p>	<p>VETA will ensure all labour market surveys are conducted and used in collaboration with the Sector Skills Councils to forecast the demand and supply. Also, VETA plans to establish a full-fledged R&amp;D Department for that purpose.</p>	<p>Ongoing, FY 2020/21</p>



5	Strengthen Compliance monitoring and quality audits to other VET providers, so as to ascertain that the vocational education provided is of required quality	The concern on compliance and quality audit on VET is valid. VETA will strive to strengthen the monitoring and evaluation function to its centres as well as the other VET providers.	A consideration has been taken in the proposed new organization structure for Internal Quality Audit function on VET training. Further, the Ministry of Education, Science and Technology is in the process of transferring the functions of ensuring quality/ regulating the training activities to NACTE (independent system) meanwhile VETA shall be responsible for providing Vocational training and education among other functions.	On going
6	Develop and implement a sustainable long-term plan for modernisation of VETA infrastructure, tools and equipment	A plan for modernization of VETA infrastructure, tools and equipment is our priority. Such requirements have been identified and documented, with an estimated cost of TZS 26b/=.	The re-equipping for the existing VETA centres is a priority in VETA Corporate Strategy (VCP) V 2018 - 2023. It is being implemented in phases starting with the financial year 2019/20 whereby TZS 2.5b/= has been set aside.	On going

## Appendix II: Audit Questions and Sub questions

This part provides details on the list of main audit question and sub audit questions.

<b>Audit Question 1</b>	<b><i>To what extent does MoEST Ensure access to quality VET in the country?</i></b>
Sub-question 1.1	To what extent does the Vocational Education and Training meet Labor Market demands (in terms of relevance, skills needs and number of students) in the country?
Sub-question 1.2	Do all applicants who meet entry qualifications have access to VET?
Sub-question 1.3	To what extent is VET inclusive specifically in terms of gender, special needs consideration, and income levels of the citizens?
Sub-question 1.4	Does MoEST through VETA ensure that VET programs are based on adequate labor market analysis?
Sub-question 1.5	Are centres offering VET evenly distributed and well equipped in the country according to demands?
<b>Audit Question 2</b>	<b><i>Does MoEST through VETA have effective mechanisms to enhance the Quality of VET?</i></b>
Sub-question 2.1	Do Vocational Education providers adequately meet the set academic quality standards?
Sub-question 2.2	Are the registration and accreditation systems of centres and programmes effective to enhance quality of VET?
Sub-question 2.3	Does VETA ensure that curricular are efficiently and effectively developed, validated and reviewed to reflect labour market demands?
Sub-question 2.4	Are enforcement measures effective (compliance Monitoring and Audits) in ensuring quality of Vocational Education and Training?
Sub-question 2.5	Does MoEST ensure that Vocational Education providers have adequate and qualified teachers?
Sub-question 2.6	Do MoEST and Private Sectors effectively coordinate efforts and measures to enhance access to quality VET
Sub-question 2.7	Does MoEST have a mechanism to ensure that Vocational Education providers have adequate and appropriate training Delivery Infrastructures for the provision of quality education and training?
<b>Audit Question 3</b>	<b><i>Is the funding for Vocational Education and Training sufficient and rational for provision of Quality Vocational Education and Training?</i></b>
Sub-question 3.1	Are funds for vocational training effectively managed?
Sub-question 3.2	Are financial resources for Vocational Training Education efficiently allocated and distributed in the country?
Sub-question 3.3	Is skills Development Levy (SDL) appropriately utilized to enhance access to quality Vocational Education and Training?
Sub-question 3.4	Are funds for Vocational Education and Training efficiently allocated and distributed across centres based on a defined model?

Sub-question 3.5.	Are the allocations of Skills Development Funds (SDF) appropriate and respond to the identified skills gaps so as to enhance access to quality Vocational Education and Training?
<b>Audit Question 4</b>	<b>Do MoEST and Private Sectors effectively coordinate efforts and measures to enhance access to quality Vocational?</b>
Sub-question 4.1	Do MoEST involve the private sectors in Policy formulation and Reviews?
Sub-question 4.2	Do VETA effectively cooperate with Private sectors in regulation of Vocational Education?
Sub-question 4.3	Do MoEST and VETA effectively coordinate with other government entities which own vocation Training Centres?
<b>Audit Question 5</b>	<b>Does MoEST monitor and evaluate the performance of VETA in the provision of Vocational Education and Training to ensure that its intended targets are achieved?</b>
Sub question 5.1.	Does MoEST systematically conduct monitoring and evaluation on performance of VETA on Vocational education Provision?
Sub-question 5.2	Is there a developed Monitoring and Evaluation Framework that is in line with the Vocational Education subsector?
Sub question 5.3.	Is there an efficient linkage of Vocational Education Management Information System with the Education sector Management information System?
Sub question 5.4.	Have MoEST and VETA developed key performance indicators to measure the quality of Vocational Education and Training provided in the country?
Sub question 5.5	Do MoEST and VETA effectively and efficiently report on the results of monitoring and evaluation?
Sub question 5.6	Do MoEST and VETA adequately implement recommendations issued from monitoring and evaluation reports?

### Appendix III: List of document reviewed

This part provides details on the list of key documents reviewed during the audit and reasons for revising them.

Name of the document	Reason(s) for the review
Budget documents from MoEST and VETA	To examine effectiveness of the financing mechanism for Vocational Education and Training such as the trends of revenue and expenditures, efficiency, equity and reliability of the allocated funds.
VETA, MoEST Annual Plans(2013/14-2018/19	To extract data on the annual Performance of VETA and MoEST with regard to access to quality of Vocational Education and Training.
MoEST and VETA Strategic Plans that's follows within the Audit period)	To examine the set strategic objectives, targets and indicators with regard to access to Quality Vocational Education and Training.
VETA Zonal Annual reports(2013/14-2018/19 Monitoring and Evaluation	To assess the performance of VETA and MoEST with regard to establishment and implementation of the measures to ensure access to quality Vocational Education and Training
Labour Market Survey Reports 2013/14-2018/19)	To examine usability of labour market in the design of VET programs and curriculum development.
Curriculum Development, Reviews and validation reports (2013/14-2018/19)	To review the effectiveness, adequacy and efficiency of VETA curriculum development, review and validations process.
National Skill Gap Reports 2013/14-2018/19	To examine the adequacy and usability of the National skills gap reports in informing the enrolment of students, reviews of the curriculum.
IKAMA (2013-2019)	To assess human resources (VETA teachers) available, needed and deficit
Zone and National Labour Market survey reports reports(2013/14-2018/19)	To examine usability of labour market in the design of Vocational Education and Training programmes and curriculum development.
VETA Registration and Accreditation Reports 2013/14-2018/19	To examine the efficiency and effectiveness of the registration process of service providers and programs.
VET Data Handbook (2013-2019)	To assess zonal information and challenges
VETA Compliance Monitoring reports 2013/14-2018/19	To evaluate the efficiency and effectiveness of entry point compliance monitoring/ audits of the registered service providers.
Zonal Progress Reports	To assess the implementation of the vocational plans to improve quality of Vocational Education
VETA Quality audit reports	To evaluate the efficiency and effectiveness Quality Audits

Name of the document	Reason(s) for the review
VETA enforcement reports 2013/14-2018/19	To examine the effectiveness of the action taken to Vocational Education and Training service providers who breach the quality standards.
UNESCO VET reports, guideline, strategy, Policies guiding VET (2016-2020) World Bank and African Development bank projects documents	To review and assess the new developments in Vocational Education international standards and benchmarking of the Provision of vocational training with other related countries.
Zonal Meeting Boards Minutes (2013-2019)	To assess challenges and decisions made to upgrade the quality of vocational education in the zones
TVETDP Implementation report (2013/14-2018/19)	To assess extent of the implementation and progress the program made in improving access to quality VET education in Tanzania

*Source: Auditors' analysis 2019*

## Appendix IV: List of interviewed personnel

This part provides details on the list of interviewed officials and the reasons for selecting them for interview.

Name of the stakeholder	Name of the official to be interviewed	Reasons for the interview
MoEST	Director of Vocational Education and Training and Director of Monitoring and Evaluation	To assess; <ul style="list-style-type: none"> <li>• provision of quality access to Vocational Education and Training</li> <li>• performance of VETA in the provision of quality Vocational Education</li> <li>• effectiveness of quality mechanism for VET</li> <li>• coordination of key stakeholders in the provision of VET</li> <li>• financing of Vocational Education and Training in the country</li> </ul>
VETA	Director of Finance and Planning	To evaluate; <ul style="list-style-type: none"> <li>• provision of quality access to Vocational Education and Training</li> <li>• performance of VETA in the provision of quality Vocational Education</li> <li>• effectiveness of quality mechanism for VET</li> <li>• coordination of key stakeholders in the provision of VET</li> <li>• financing of Vocational Education and Training in the country</li> </ul>
	Director of Training	5) To examine; <ul style="list-style-type: none"> <li>• access to quality Vocational Education and Training</li> <li>• the efficiency and effectiveness of quality assurance mechanisms such as registrations and accreditations.</li> <li>• the effectiveness of labor market surveys</li> </ul>
	Director of Human Resources	To examine the effectiveness and efficiency on management of Vocational Education and Trainings in the country
	Director of Labour Market	To examine the efficiency, effectiveness and usability of labour market surveys in the design, implementation and monitoring of Vocational Education and Training programs
	VETA Morogoro Teachers colleges	To examine the effectiveness and efficiency in the management of Vocational Teachers education and training in the country
	Zonal Coordinators	To evaluate the efficiency and effectiveness of quality assurance mechanisms such as registrations and accreditations, curriculum development review and validation, teacher's, registrations and

Name of the stakeholder	Name of the official to be interviewed	Reasons for the interview
		management and coordination of stakeholders in their respective zones
	VETA teachers	To assess challenges up close in delivering vocational training to students. And assess relevancy of the curricular used, tools, equipment and technology used in the workshops.
A sample of and Vocational Education providers	Heads of centres	To evaluate the implementation of different programs and plans on the access to Vocational Education and Training in their respective centres
TEA	Director of Resource Mobilisation	To examine the effectiveness of the disbursement of the Skills Development funds (SDF) for Vocational Education and Training

*Source: Auditors' analysis 2019*

## Appendix V: Enrolment of VET students across sectors in Zones

This appendix provides details on the enrolment of students across different sectors across zones.

Zone	Occupation	2013	2014	2015	2016	2017	2018
Eastern Zone	Agriculture and food P	130	266	74	152	71	74
	Auto Motive	671	820	858	668	676	694
	Business Administration	430	337	215	239	188	87
	Clothing and Textiles	646	572	211	638	480	555
	Construction	955	739	227	624	582	667
	Electrical	932	875	230	945	881	983
	General Subjects	0	0	661	745	141	160
	Hospitality and Tourism	561	720	436	439	384	541
	ICT	126	429	1881	478	327	685
	Lab Technology	43	27	0	36	58	40
	Mechanical	314	235	69	148	66	157
	Mining	-	-	-	-	-	-
South East Zone	Agriculture and Food Processing	0	5	5	10	0	-
	Auto Motive	416	407	393	385	344	N/A
	Business Administration	140	131	160	173	165	N/A
	Clothing and Textiles	328	211	205	198	202	N/A
	Construction	604	537	416	392	453	N/A
	Electrical	296	350	440	445	378	N/A
	General Subjects	40	94	60	0	343	N/A
	Hospitality and Tourism	51	50	37	54	34	N/A
	ICT	43	218	111	132	229	N/A
	Lab Technology	20	20	20	20	63	N/A
	Mechanical	110	125	98	92	132	N/A
	Mining	-	-	-	-	-	-
Western Zone	Agriculture and Food Processing	3	114	0	3	0	0
	Auto Motive	381	416	432	477	322	1,222
	Business Administration	274	279	264	242	171	144
	Clothing and Textiles	290	346	360	421	467	364
	Construction	397	514	504	505	477	472
	Electrical	389	474	453	533	697	955
	General Subjects	0	0	0	0	56	157



Zone	Occupation	2013	2014	2015	2016	2017	2018	
	Hospitality and Tourism	136	353	397	107	416	331	
	ICT	466	143	168	127	454	182	
	Lab Technology	0	0	0	122	73	0	
	Mechanical	141	137	193	677	680	181	
	Mining	37	37	89	14	14	12	
Lake Zone	Agriculture and Food Processing	313	251	324	102	79	295	
	Auto Motive	1921	907	1126	656	742	749	
	Business Administration	969	419	239	289	231	317	
	Clothing and Textiles	614	635	824	546	485	331	
	Construction	923	765	948	740	688	508	
	Electrical	991	850	980	895	983	982	
	General Subjects	106	0	0	0	0	98	
	Hospitality and Tourism	1544	719	580	527	649	434	
	ICT	784	333	477	46	410	428	
	Lab Technology	0	0	0	24	0	0	
	Mechanical	391	235	275	231	320	251	
	Mining	110	0	0	0	0	0	
	South West Zone	Agriculture and food P	0	0	0	0	31	0
		Auto Motive	8666	5114	5773	4056	4618	4393
Business Administration		0	0	0	0	0	0	
Clothing and Textiles		66	56	60	88	67	74	
Construction		160	159	163	152	142	144	
Electrical		576	596	530	622	598	638	
General Subjects		0	0	0	0	0	0	
Hospitality and Tourism		60	65	62	78	70	68	
ICT		28	36	38	46	42	48	
Lab Technology		0	0	0	0	-	28	
Mechanical		290	328	342	322	298	333	
Mining		0	0	0	0	0	0	
Dar-es-salaam Zone	Agriculture and Food Processing	70	10	202	59	85	8	
	Auto Motive	17635	17636	26818	10622	22777	14805	
	Business Administration	3132	5854	8182	8994	2152	1895	
	Clothing and Textiles	1264	1124	1543	899	1102	1311	
	Construction	969	863	813	477	335	643	
	Electrical	2272	2338	5632	3889	4043	3267	

Zone	Occupation	2013	2014	2015	2016	2017	2018
	General Subjects	11969	13324	8061	3538	934	1020
	Hospitality and Tourism	7177	8518	12296	4159	5046	3602
	ICT	9199	28892	22306	4632	3477	3150
	Lab Technology	52	83	30	86	68	159
	Mechanical	264	221	302	202	526	528
	Mining	780	2248	2057	657	1349	472
	Printing	16	99	94	44	167	262

*Source: Auditors' Analysis (2019)*

## **Appendix VI: Structure of VETA management**

This appendix presents the structure, roles and responsibilities of VETA Management, VETA National Board, Zonal Boards and Trade Advisory committees.

### **Composition of VETA Management**

The Director General is the Chief Executive of the Authority and is directly responsible to the Board for the day to day administration of the affairs of the Authority. The Board after consultations with the Minister appoints the Director General of the Authority on such terms and conditions as the Board may determine. Currently, VETA is managed through five (5) directorates which are,

- a) Directorate of Labor Market, Planning and Development.
- b) Directorate of Vocational Education and Training;
- c) Directorate of Assessment and Certification;
- d) Directorate of Human Resources and Administration; and
- e) Directorate of Finance.

### **The Vocational Education and Training Board (VET Board)**

Vocational Education and Training Board was put in place to govern the whole VET system. It is a policy development organ responsible for the performance of the functions and management of the affairs of the Authority.

The objectives of VET Board extends to include the appointing of the Director General of VETA and establishment of Regional VET Boards which govern particular VET zones. The VET Board is composed of eleven members with Chairperson appointed by the President and other members appointed by the Minister responsible for Vocational Education and Training.

Members to be nominated and appointed members of the Board shall be those who are qualified to contribute to the development of vocational education and training. The appointed board members are expected to hold office for three years, after which they may be eligible for re-appointment.

## **Regional (Zonal) Boards**

The Regional (Zonal) Board undertakes delegated obligations by the VET Board and also determines priorities of their zones. Each Regional (Zonal) VET Board comprises not more than 7 members.

The composition is meant to ensure that strategic interests of key stakeholders and partners in the VET system are taken on board through the Board being collectively a source of serious agenda for skills development. Regional (Zonal) VET Boards were established to ensure that VETA services are spread all over the country.

The Regional Director shall be Secretary to the Regional board. There is a VET Zonal Board for each of the Nine VETA Zones namely, Northern zone; Eastern zone; Central zone; Lake zone; Western zone; South East zone; South West zone; Dar -es -Salaam zone; and Highland zone.

## **Functions of Regional (Zonal) Board**

There are nine functions of the Zonal Boards which aim to achieve a cutting edge provision of VET in the zones. The Boards:-

- i. Coordinate VET activities within the Region;
- ii. Provide direct supervision and serve as the governing board for all vocational training centres within the region;
- iii. Provide guidelines and supervision on budget preparations by vocational education and training centres within the region;
- iv. Evaluate budget proposals for vocational training centres managed by the authority within the region and forward the budgets to the Board;
- v. Determine regional priorities for vocational education and training;
- vi. Authorize vocational training centres managed by the authority within the region to utilize any funds raised from fees or other activities of the centres;
- vii. Carry out inspection of vocational training centres according to regulations and guidelines laid down by the Board;
- viii. Prepare annual reports to the National Board on training and related activities in the region; and
- ix. Advise the National Board on any matter related to the improvement of vocational education and training in the region.

Section 8 of the VETA Act provides for the establishment of Trade Advisory Committees. Trade Advisory Committees with experts from

the labor market are technical arms of the Board responsible for approving training standards and curriculum. TACs are responsible for ensuring that vocational education and training programmes offered are according to the needs and demands of the employment market. The functions of the Trade Boards are as follows:

- a) To Advise the Board on the establishment of new vocational trades training and educational programmes or on the abolition of existing ones;
- b) To assess training needs and determine standards for the area of trades the committee is covering;
- c) To draw up training specifications and job description for the trades to be taught;
- d) To ensure coordination among related trade training activities;
- e) To approve log-books and trade testing standards for the trades related to its activities; and
- f) To ensure that the employment market is informed about training activities under the committees to promote placements for students.

There are twelve Trade Advisory Committees which covers the following sectors;

- a) Mechanical;
- b) Electrical;
- c) Civil and Building Engineering;
- d) Automotive;
- e) Commercial and Business support;
- f) Clothing and Textile;
- g) Transport;
- h) Extractive Industry;
- i) Printing;
- j) Cosmetology;
- k) Agriculture and Food Processing; and
- l) Hospitality, and Tourism and Travel Agency.