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Evaluation of Education Programme for Results II (EPforR II) Tanzania 2021/22-2025/26.

Evaluation of Programme for Education Results (PERZ) Zanzibar 2021/22-2025/26.

Final report

Decentralised Evaluation 2026:03

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Abbreviations and Acronyms

3R	Reading, Writing, Arithmetic
AESPR	Annual Education Sector Performance Review
AJESR	Annual Joint Education Sector Review
ASC	Annual School Census
CSO	Civil Society Organisation
DEA	District Education Administration
DLI	Disbursement Linked Indicator
DPPR	Department of Policy, Planning and Research
DAP	Department of Administration and Personnel
EMIS	Education Management Information System
EPforR II	Education Programme for Results - Phase II
EQ	Evaluation Question
ET	Evaluation Team
ESDP	Education Sector Development Plan (Tanzania)
FFARS	Facility Financial Accounting and Reporting System
FCDO	Foreign, Commonwealth & Development Office
FY	Financial Year
FGD	Focus Group Discussion
GPE	Global Partnership for Education
ICT	Information and Communication Technology
IELS	Inclusive Education and Life Skills
IELS-MTAP	Inclusive Education and Life Skills Medium Term Action Plan
IVT	Independent Verification Team
KOICA	Korean International Cooperation Agency
LGA	Local Government Authority
MDAs	Ministries, Department and Agencies
LMS	Learning Measurements Systems
M &E	Monitoring and Evaluation
MoEST	Ministry of Education, Science and Technology (Tanzania)
MoEVT	Ministry of Education and Vocational Training (Zanzibar)
MoF	Ministry of Finance
MTEF	Medium-Term Expenditure Framework
NECTA	National Examination Council of Tanzania
OPM	Oxford Policy Management
PBR	Pupil Book Ratio
PERZ	Programme for Education Results Zanzibar
PLANREP	Planning and Reporting System

PMO-RALG	Prime Minister's Office – Regional Administration and Local Government
POM	Programme Operations Manual
PO-PSMGG	President's Office-Public Service Management and Good Governance
PO-RALG	President's Office - Regional Administration and Local Government / 'Tamisemi' in Kiswahili
POFP	President's Office Finance and Planning
P-TLMAP	Primary Teaching and Learning Materials Allocation Protocols
P-TAP	Primary Teacher Allocation Protocol
PCU	Programme Coordination Unit
PMT	Programme Management Team
PSC	Programme Service Commission
QA	Quality Assurance
QAE	Quality Assurance Expert
SDG	Sustainable Development Goal
Sida	Swedish International Development Cooperation Agency
SMT	Strategic Management Team
SOB	School Operating Budget
SQA	School Quality Assurer
S-TAP	Secondary Teacher Allocation Protocol
S-TLMAP	Secondary Teaching and Learning Materials Protocols
SBI	School-Based In-service
TAS	Technical Assistance Support
TZS	Tanzanian Shillings
TAP	Teacher Allocation Protocol
TCDP	Teachers' Continuous Development Programme
TEN/MET	Tanzania Education Network / Mtandao wa Elimu Tanzania
TIE	Tanzania Institute of Education
TIG	Teacher Incentivisation Guidelines
TLMAP	Teaching and Learning Materials Protocols
TRC	Teacher Resource Centres
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UWEZO	Non-Governmental Organisation (NGO) – meaning 'capability'
WASH	Water and Sanitation Hygiene
ZESTP	Zanzibar Education Sector Transformation Plan
ZEDC	Zanzibar Education Sector Development Committee

Preface

This evaluation was contracted by the Embassy of Sweden in Tanzania through the Sida Framework Agreement for Evaluation Services, and conducted by a team of consultants from Cowater International and Tana.

The Evaluation Team consisted of Bente Topsoe-Jensen (Team Leader), Tom Mogeni Mabururu (Deputy Team Leader), Japhet Maingu Makongo (Senior Management Expert), George Felix Senyoni (Education Sector Expert) and Habibu Dadi Ally (Education Specialist). The draft Final Report was quality assured by Cowater's Quality Assurance Expert, Ingela Ternström, whose work was independent of the evaluation team. Karin Billing provided project management support and proof reading.

The Evaluation Team would like to extend its thanks to all interviewed stakeholders who have contributed to the evaluation with information, views and time. Without their contribution, this report would not have been possible to write. However, the analysis of findings, presentation of conclusions and derived recommendations provided in the report reflect the position of the Evaluation Team alone, and the views expressed may not necessarily be shared by the Embassy of Sweden, Government of Tanzania partners or other stakeholders.

Executive Summary

Background and methodology

This is a joint report of two programme evaluations carried out in parallel by the same evaluation team: The evaluation of the Swedish support to Education Programme for Results (EPforR) II in mainland Tanzania and the evaluation of the Programme for Education Results Zanzibar (PERZ). The evaluations took place from October 2025 to April 2026, i.e. towards the end of the programme periods, which ran from 2021 to 2026. They were commissioned by the Embassy of Sweden in Tanzania through the Sida Framework Agreement for Evaluation Services and undertaken by a team of consultants from Cowater International and Tana EGH. The purpose of the evaluations was to provide an assessment of the relevance of the interventions and identify key lessons, successes and challenges in relation to the effectiveness of the programmes; provision of evidence for rights-holders (students, teachers, civil society) about the programmes with the aim to enhance transparency and accountability. Requests for recommendations became less relevant with the December 2025 decision to terminate Swedish bilateral cooperation with Tanzania by August 2026. The evaluation was guided by three evaluation criteria: relevance, effectiveness and sustainability with related EQs. The structure of the report allows for reading chapter 3 on EPforR II and chapter 4 on PERZ as stand-alone documents containing presentation of findings, derived conclusions, lessons learned and recommendations for each programme. The evaluation applied mixed methods by using quantitative and qualitative data from secondary and primary sources to answer the EQs. The evaluation is based on extensive document review, fieldwork in mainland Tanzania and Zanzibar, school visits, and interviews with a broad range of stakeholders among government (duty bearers) and non-government (right holders) informants at national and local level, including e.g. teachers, school management committees, students and development partners. Main constraints encountered were the risk of high dependence on government stakeholders' direct involvement in implementation (duty bearers), which was counterbalanced through interviews with beneficiaries, i.e. students, parents and CSOs (duty bearers); and difficulties in maintaining a gender balance among informants. Interviews with students were carried out in presence of adult school staff.

Education Programme for Results - EPforR II

Programme design. The EPforR II is a results-based programme, where disbursement is linked to performance in four Result Areas with dearly defined indicators: 1) Improved school learning environments; 2) Improved teacher competencies and classroom teaching; 3) Strengthened institutional capacity and systems; and 4) Monitoring of learning outcomes and survival / transition rates for boys and girls. The

EPforR II design was based on the lessons learned from the first phase[1] running from 2014 to 2021; as well as key government education sector priorities (e.g. quality education and increased enrolment for girls and boys), whereby funds have been supporting nationally owned reform processes (sector policy, budget allocation, allocation protocols, defined rations for teacher/students and students/textbooks etc.). The programme formulation involved multiple institutions, mainly at national level and reflected end beneficiaries' needs.

Programme management. The programme structure is complex and integrated within relevant government institutions and development partners. There is a high degree of commitment from government, which - combined with a clear mandate and well-defined tasks – reflects a well-functioning structure. The structure comprises a Strategic Management Team, a Technical Committee, and Coordination Units at the Ministry of Education, Science and Technology (MoEST) and the Prime Minister's Office – Regional Administration and Local Government (PMO-RALG), the latter with technical support focused on system strengthening.

Programme budget. The total budget commitments to EPforR II from involved development partners for the 2021/22 – 2025/26 period are SEK 750 million (Sida), GBP 16 million (FCDO), USD 95.35 million (GPE) and USD 2 million (KOICA). The disbursement of Swedish funds as of March 2026 was SEK 393.534.060, corresponding to 52.5% of the overall budget.[2]

Theory of Change. The programme theory of change is comprehensive and experience-driven. It clearly maps the causal pathway from disbursement linked indicator activities to intermediate outcomes, system reforms, and long-terms learning improvements. It provides a solid, evaluable framework for tracking systemic change and institutional performance. The inclusion of explicit assumptions, measurable indicators, and feedback mechanisms through the Annual Joint Sector Review and Independent Verification provides a strong foundation for monitoring systemic and behavioural change.

Result Area 1: Improving school learning environment. A number of specific initiatives aimed at ensuring that all schools are supported equitably, e.g. through directing resources to the most disadvantaged schools have been successfully initiated. This included strengthening the Annual School Census / School Information System for provision of reliable data for planning of resource allocation, as well as establishment of allocation protocols for teachers and for textbook and learning materials for both primary and secondary schools. For teacher allocation, critical issues identified by the evaluation are the challenge of maintaining momentum in teacher

[1] Evaluation of the Sida-supported Education Program for Results (EPforR) 2014–2021, Tanzania, Final Report, Niras, Sida 2020:23, September 2020.

[2] See Annex 7: EPforR II budget and disbursement per DLI.

allocation through strong coordination with PMO-RALG, clear communication on timing, robust monitoring, and careful coordination with MoF. For textbook allocation, the distribution chain involves multiple institutions from content production through procurement of printing to distribution, which is yet to become fully operationalised to fulfil the need for reaching set targets for student/textbook ratios. Inclusion and equity are a priority area, which include measures targeting girls' and boys' specific needs to ensure retention and avoid drop-outs. Support to children with special needs has included the introduction of pre-screening of primary school pupils. However, there are major constraints, i.e. lack of teachers with specialised skills to identify and teach children with special needs, and lack of adequate equipment. Construction and rehabilitation of classrooms, laboratories, libraries and dormitories is not part of the EPforR II Result Areas, but nevertheless a main priority of MoEST, school management and parents. Performance-based disbursements as well as community contributions are often channelled into these activities.

Result Area 2: Improving teacher competencies and classroom teaching / Teacher workforce planning and management. The main focus for this Result Area has been the introduction of Teacher Incentivisation Guidelines (TIG), in-service training, and School Quality Assurance. A key activity was the development and implementation of the Teacher Incentivisation Guidelines at national and local government level since early 2025. The guidelines provide a roadmap for motivating, attracting and retaining recruited teachers in the profession, but is not yet known by all and far from fully applied due to shortage of funds. Rural schools in remote locations face the most problems in terms of teacher shortage and housing, but the rural-urban migration also puts pressure on urban schools. The national level gender balance between female and male teachers is almost equal, but a bias remains when it comes to rural areas, and especially schools in hard-to-reach areas have fewer female teachers. In addition, there is an overall tendency of more female teachers in pre and lower primary. The Teachers Continuous Professional Development (TCDP) initiative is emerging and mainstreamed, but still limited and - especially for secondary level - implemented on an ad hoc basis at school level. The increased need for teacher training in new vocational streams, inclusion and special needs education, the new curriculum and pre-primary pedagogical approaches is vast and cannot alone be covered by the ongoing TCDP. The newly introduced appreciative approach to School Quality Assurance appears to work well.

Result Area 3: Strengthening governance and institutional capacity. The aim is to optimise resource allocation through sector budget allocation, monitoring of budget lines, expenditure and performance. Achievements in this Result Area have mainly been measured through the government's capacity to allocate a minimum of 20% of the national public expenditure budget to the education sector – a target which has not been reached so far and is unlikely to be reached during the remaining period of the EPforR II. This Result Area also included the allocation of Capitation Grants to primary and secondary schools with the purpose of allocating a minimum operating budget for textbooks and administration. The Capitation Grant has contributed to enhancing local level responsibility and budget transparency at school level through the active engagement of School Committees in the oversight.

Result Area 4: Improvement in learning outcomes. The results for this area are measured in terms of learning outcomes in arithmetic, reading and writing, i.e. the 3Rs. Performance is measured since 2022 at Local Government Authority level through survival rate in primary school and transition rates from primary to secondary school with focus on gender parity and learning outcomes. In 2025, there was a negative development in primary survival rate especially for girls, but a positive development in girls' primary to secondary transition rate. In addition to constraints like shortage of teachers, textbooks and classrooms, also the lack of teachers' sufficient capacity is a challenge. The interventions are likely to sustain 3Rs assessments beyond EPforR II due to their institutionalisation within school-based assessment systems, strengthened staff capacity in data analysis, and more systematised planning, monitoring, and evaluation, with reforms that are cost-effective and well aligned with government systems.

Relevance. The EPforR II programme is fully aligned with and relevant to the national education sector policies and strategies, i.e. the ESDP 2021-2025 as well as SDG4. Activities support the national priorities and respond directly to the education sector needs. They address relevant areas and contribute to the expected outcomes and final impact as stated in the programme theory of change, i.e. increased performance on the 3Rs, equitable geographical and gender access to education, as well as increased retention and transition rates for students.

Effectiveness. EPforR II has contributed substantially to the overall implementation of the ESDP in critical areas, e.g. allocation of teachers, textbooks and learning material, including establishment of reliable data collection systems for planning, as well as delivery systems. However, achieving programme objectives for a programme supporting a national sector policy and development plan is ambitious. Results obtained in relation to establishment of systems are well documented and verified, but there is still a way to go in terms of national roll-out. There has been a main focus on tangible results (outputs), whereas linking efforts to learning outcomes (e.g. 3Rs) is still not solidly documented.

Sustainability. Financial sustainability is fundamental for securing institutional sustainability of structures and systems strengthened and developed by the EPforR II programme. Continued implementation of the supported ESDP priority areas is therefore only possible if fully integrated in national budgets with sufficient funds.

Lessons Learned. There are four main lessons learned from the evaluation of the EPforR II: 1) Results-based financing with built-in flexibility and un-earmarked application of performance-based disbursements is a strong incentive for performance and accountability. 2) Local ownership is critical and depends on sufficient and timely funding, while embedding reforms at all levels, including district and school levels, is also crucial. 3) The context keeps shifting and measuring results against needs identified and targets set in the beginning of a programme period is challenged by changes in terms of demographic pressure, policy and curriculum reforms, as well as changes caused by the global geopolitical shift in bilateral aid to education. 4) Equity and inclusion require targeted priority especially in terms of prioritising resources for children with special needs. Securing gender equity requires efforts addressing systemic and gender specific causes of inequality.

Recommendations. There are 20 recommendations to the remaining period of EPforR II implementation and to the preparation a future education sector framework:

Recommendations for EPforR II

1. The transfer of responsibility for teacher allocation from PMORALG to the President's Office for Public Service Management and Good Governance should be carefully coordinated to avoid loss of momentum and ensure proper roll-out at district level.
2. Introduce forward-looking indicators to anticipate systemic shocks, such as the 2028 double cohort enrolment challenge.
3. Undertake a viability assessment of the textbook delivery chain to identify best and cost-efficient solutions to content development, printing and distribution based on current experience.[3]
4. Institutionalize Technical Assistance functions within ministries to sustain effectiveness after donor withdrawal.

Recommendations on Result Areas

5. For Result Area 1 - Improving school learning environment: a) Strengthen school-level data accuracy on textbook needs and ensure equitable distribution of text books across subjects, including arts; b) Consolidate reforms (i.e. direct budget allocation from MoF to Tanzania Institute for Education) and explore local printing capacity; and c) Ensure equitable distribution of facilities across regions when expanding classroom construction to match enrolment growth, address accessibility and integrate climate-resilient infrastructure (new DLI under discussion).
6. For Result Area 2 - Improving Teacher Competencies and Classroom Teaching/Teacher Workforce Planning and Management: a) Consolidate Teacher Incentivization Guidelines roll-out and rural teacher retention, including budget for incentives and housing, and b) Strengthen school-level capacity and embed Teachers Continuous Professional Development systematically in school plans, including expansion to vocational skills, inclusion and special needs, and pre-primary pedagogy.

[3] A framework and guidelines for National Textbook Supply Chain was adopted by the ESDC on 31.03.2026.

7. For Result Area 4 - Improvement in learning outcomes (Outcome DLIs): a) Include a DLI on Writing in 3Rs assessments; and b) Strengthen delivery of 3Rs numeracy as it displays decreased performance between 2023 and 2025.

Recommendations for future programme design

8. Consider broadening the inter-ministerial coordination to include other ministries engaged in educational activities, e.g. Ministries of Health, ICT, Works and Community Development, by inclusion of PSs in SMT and general management structure
9. Expand DLIs to cover climate resilience beyond infrastructure, including curriculum content on environmental education.
10. Streamline DLIs to avoid duplication and ensure they capture learning outcomes and not only inputs.
11. Ensure that special needs education plans are backed by pre- and in-service teacher training and recruitment.
12. Develop gender-sensitive and region-specific DLIs that address structural root causes for inequalities and design gender and region-specific responses, e.g. in relation to gender biased dropout rates and female teacher deployment.

Recommendations on stakeholder engagement and equity

13. Deepen participatory processes at district and community levels to ensure interventions reflect local realities and build ownership and ensure that reforms are locally embedded and sustainable.
14. Strengthen the role of CSOs in programme design and monitoring, especially on inclusion and equity.
15. Make sure that proper feedback mechanisms to stakeholders at local level are planned and budgeted for as part of the Annual Joint Education Sector Reviews.

Recommendations on institutional capacity and effectiveness

16. Pair infrastructure investments (classrooms, textbooks) with quality measures such as teacher training and improved pedagogy.
17. Define specific capacity targets, e.g., number of teachers trained annually or district-level

Recommendations on financial sustainability

18. Ensure that priority areas reflected in key DLIs are fully integrated into official budgets (Medium-Term Expenditure Framework) and backed by actual disbursements.
19. Secure predictable financing for teacher recruitment and allocation through government budget frameworks.
20. Diversify funding sources by engaging private sector, philanthropic foundations, and alternative donors to reduce reliance on bilateral aid.

Programme for Education Results Zanzibar - PERZ

Programme design. The PERZ is a results-based programme, where disbursement is linked to performance in four Result Areas with dearly defined indicators for two Result Areas: 1) Improvement of learning environment in schools; and 2) Institutional strengthening and capacity building of implementing ministries, departments and agencies (MDAs) for effective and efficient education management. The PERZ design was informed by Sida's extensive experience of supporting the Zanzibar education sector; and lessons drawn from the result-based programme in mainland Tanzania. The programme was designed by the Government of Zanzibar in consultation with Sida following the ending of the bilateral sector support programme which focused on construction of classrooms, textbooks printing and capacity building of Ministry of Education and Vocational Training (MoEVT) staff. The overall objective of PERZ is to ensure *improved access and quality of pre-primary and primary education* with emphasis on strengthened education delivery systems. The programme operates through

Programme management. The programme management structure is embedded within government institutions and is led by the highest policy level of the MoEVT. The structure comprises several teams and units: The Programme Coordination Unit which runs the day-to-day activities of the programme (planning, financial management, procurement, monitoring and reporting and communication). The coordinating unit supports the convening of the Programme Management team (PMT) whose membership comprises technical managers of PERZ implementing entities and is responsible for planning, reviewing progress and seeking solutions to implementation bottlenecks. The PMT presents its reports to the Strategic Management Team (SMT) which is co-chaired by MoEVT and Sida and strategic and funds disbursement make decisions.

Programme budget. The total Swedish budget contribution to the programme is SEK 50 million. Of this amount, 65% (SEK 32.55 million) was allocated to Result Area 1; 15% (SEK 7.45 million) to Result Area 2; and 20% (SEK 10 million) for capacity building for effective delivery of the programme. The Global Partnership for Education (GPE) joined the programme in 2023 with a total budget contribution of budget of USD 12 million (GPE II and GPE III) The disbursement of Swedish funds in the first three years (2021/22 to 2023/24) was SEK 20,190,198, corresponding to only 87% of the budget.

Theory of Change. PERZ theory of change is grounded on national priorities and aligned with the education sector plan. The ToC was reviewed annually and revised to incorporate changes in the programme design. The ToC provided an adequate framework for tracking systems reform and institutional strengthening. The risks and assumptions underlying the ToC were also well articulated. However, the ToC was not accompanied with outcome indicators that could be used to assess the outcome level results.

Result Area 1: Improving school learning environment. The PERZ initiatives aimed at ensuring that all schools are supported equitably through allocating resources based on the need. The initiatives included teacher, textbooks, classrooms and School Operating Budget (SOB) allocation. Protocols were developed for allocating these resources that ensured schools with the greatest need, as identified by Annual School Census data, were prioritised. Programme data shows that 46% of the new primary teacher postings in 2022/23 complied with the protocols and this compliance increased to 97.7% in 2023/24 and 100% in 2024/25 - this has contributed to improvement of teacher staffing levels in schools. Textbooks are being printed and distributed to schools resulting in a reduction of textbook/student ratio from 1:6 to 1:1 and 1:2. Classrooms allocation and construction has seen some of the schools move from double to single learning shifts and reduced class sizes. Schools are utilising SOBs to pay for essential school activities (e.g. printing examinations, payment of electricity and water) and meet operational and maintenance costs as per guidelines. However, the ET found that most of these initiatives started from a low baseline and needs, are huge. It will take time to adequately address these needs across all schools. The inclusive education policy is implemented based on an implementation plan with indicators to measure progress. Pre-enrolment assessment of children joining pre-primary and primary schools has also commenced with multi-disciplinary teams established to identify students with special needs. Overall, the allocation of resources based on needs identified using the Annual School Census data has enabled MoEVT to promote regional equity and equitable access to education in the country. However, the foundation for promotion of inclusive education has been established while the programme did not effectively integrate gender into its design.

Result Area 2: Institutional strengthening and capacity building. This Result Area aimed at strengthening frameworks, systems, and capacities of MoEVT and its implementing units to deliver sustainable improvements in pre-primary and primary education. This included building operational effectiveness in planning, budgeting, data management, teacher development, and coordination, while embedding reforms into existing government structures so that gains would persist beyond external incentives. This Result Area has been measured through the government's capacity to allocate 20% of the national budget in education and also achieving over 70% budget expenditure. The budget allocation fluctuated over the programme period; and a budget tracking system to assess budget allocation to education activities spread across ministries has been initiated. Other initiatives under this Result Area include the improvement of the Education Management Information System (EMIS) which as seen improved reporting of the Annual School Census data which informs decisions on resource allocation. The ASC currently uses a paper-based system which affects data accuracy. MoEVT is planning to initiate an electronic School Information Systems to address this issue. The Annual Education Sector Performance Report is developed and reviewed by stakeholders to inform prioritisation of sector interventions, but this process has not been well linked to the budgeting process. The primary teacher continuous professional development (TCPD) systems are being strengthened – guidelines have been developed, implementation of TCPD activities is being facilitated through existing infrastructure such as Teacher Resource Centres and School-Based In-Service Training.

Relevance. The PERZ programme is highly relevant to the needs of the Zanzibar education sector, addressing critical challenges such as teacher shortages, inadequate learning materials, and insufficient infrastructure. The programme aligns well with national priorities and has contributed significantly to regional equity and access to primary education through the prioritised targeted DLIs, but its contribution to gender equality remains limited. While inclusive education has been prioritised at policy level, implementation remains at an early stage, limiting its responsiveness to vulnerable learners. Programme implementation is aligned with administrative systems at national level but district education offices play a limited role in implementation while the involvement of schools varies across DLIs.

Effectiveness. PERZ has significantly contributed to the overall improvement of the learning environment at primary schools through improved efficiency in resource allocation, particularly teachers, text books, classrooms and SOBs. The programme has also initiated improvement in education information systems, teacher professional development and overall budget allocation to the education sector. However, more time is needed to address fully teacher and classroom shortages and to improve information and budget tracking systems.

Sustainability. The perspectives for sustainability of PERZ interventions are promising but not yet fully assured. Key systems such as TAP, TLMAP, and SOB have been institutionalised; however, their continued effectiveness depends on secured government financing and capacity. Interventions such as inclusive education, EMIS, and budget reforms require longer-term support to achieve full institutionalisation. Financial sustainability remains uncertain due to inconsistent budget allocation and execution trends.

Lessons learnt. There are four key lessons learnt from the PERZ evaluation: 1) The sustainability of a result-based financing programme largely depends on its integration into the government planning and budgeting system; 2) Ownership by all levels of government is critical for effective implementation of reforms; 3) A performance for results programme needs to be dynamic and requires continuous assessment and adaptation of DLIs to address emerging issues and needs; and 4) Equity and inclusive education require an integrated multi-sectoral approach for it to be successful.

Recommendations. Based on the analysis of findings and conclusions drawn, the ET has a number of recommendations to the PERZ stakeholders at national, local and school levels.

Policy level

1. Strengthen commitment to achieving and sustaining the 20% education budget allocation and improve budget execution mechanisms.

System level

2. Accelerate the rollout of digital EMIS systems and build capacity at district and school levels for effective data utilisation.
3. Strengthen the M&E system for PERZ through a robust results framework with outcome indicators and targets.
4. Strengthening and/or establish the role of district education office in implementation of the programme DLIs.

School level

5. Provide targeted training and simplified financial guidelines for effective utilisation of School Operating Budget.
6. Consider improving school performance improvement through performance contracting of headteachers.
7. Integrate the involvement of school management committees and communities in school improvement.

Equity and inclusion

8. Prioritise operationalisation of inclusive education through investment in infrastructure, assistive devices, and specialised teacher training.
9. Establish and implement a strategy for the programme to promote gender equality and equitable access to schooling.

Outcome

10. Develop indicators to measure outcomes to form a basis for assessing programme effectiveness. Outcome indicators can be drawn from the education sector development plan results framework and should have established data sources.

Sustainability

11. Develop a transition strategy to ensure continuity of key reforms beyond external funding and strengthen institutional ownership.

Final remarks on both programmes

The parallel evaluations of EPforR II and PERZ have *not* been a comparative study. Yet, a number of common features have emerged due to the similarities in programme set-up and funding structure. The *results-based funding modality* has been a key driver in introducing reform in t the educations sector. The modality has facilitated the establishment of foundational systems for e.g. teacher and textbook allocation, school capitation/operation budgets and information systems. For both programmes, next step will be to demonstrate that these systems will yield results in terms of improved learning. Both governments have demonstrated *ownership through policy and budget alignment*, which is, perhaps, the most critical sustainability factor for the programmes. The *system strengthening* has had positive impact on motivation and performance of both students and teachers. It is, however, yet to be demonstrated to what extent the system improvements have impacted on learning outcomes in the context of other influencing factors. Finally, *donor coordination and alignment* is essential and critical for creating synergies to improve programme effectiveness.

1 Introduction

Sida has since 2021 supported education sector initiatives in Tanzania and Zanzibar as part of the implementation of the *Strategy for Sweden's Development Cooperation with Tanzania 2020-2024.* Education has been one of four Result Areas, the purpose of which was to contribute to an inclusive and gender-equal education and quality life-long learning, focusing particularly on girls and young mothers.[4]

The evaluation of the Swedish support to *Education Programme for Results (EPforR) II* in mainland Tanzania and the *Programme for Education Results Zanzibar (PERZ)* was commissioned by the Embassy of Sweden in Tanzania through the Sida Framework Agreement for Evaluation Services. The evaluation took place from October 2025 to April 2026 towards the end of the programme periods, which ran from 2021 to 2026. Sida will terminate its bilateral cooperation with Tanzania from end of August 2026.

1.1 BACKGROUND

Swedish bilateral support to the education sector in Tanzania has for the most recent years been channelled through two main programmes: EPforR II and PERZ. Sida is also Grant Agent for Global Partnership for Education (GPE) financing in mainland Tanzania and Zanzibar, a role which will be continued also after the termination of Sida's bilateral cooperation with Tanzania scheduled for August 2026. EPforR II supports the implementation of the *Tanzanian Education Sector Development Plan (ESDP) during the Tanzanian fiscal years 2021/2022 to 2025/2026.*[5] with focus on the main challenges in the sector, i.e. teacher training, teacher and textbook allocation, administrative and financial systems, as well as inclusion and equity.[6] Major education policy changes have taken place in Tanzania in recent years in alignment with Sustainable Development Goal (SDG) #4 Quality Education - e.g. emphasizing competency-based learning, vocational training and free secondary education, as well as introduction in 2024 of a new curriculum focussed on skills-based learning and with a mandatory ten years of basic education (six years primary plus four years lower secondary). Pre-primary is not mandatory, which poses a challenge in terms of uneven

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[4] Strategi för Sveriges utvecklingssamarbete med Tanzania 2020-2024, Regeringskansliet, Utrikesdepartementet (only in Swedish), p.3. The strategy has been extended to August 2026.

[5] https://openaid.se/en/contributions/SE-0-SE-6-14876#description

[6] The third major engagement in the education sector is support to partnership with Karibu Tanzania Organisation (KTO) to provide education for young women who have dropped out of the formal school system. https://www.sida.se/en/sidas-international-work/countries-and-regions/tanzania#development-1

level of knowledge among Grade 1 pupils. The new curriculum introduces English from Standard 1 (i.e. first year of mandatory primary school), and incorporates vocational training, coding, and Information and Communication technology (ICT) to prepare students for modern economic demands. This will set the frame for any future collaboration in the education sector.[7] As the *Zanzibar Education Policy* is from 2006, PERZ sustains the *Zanzibar Development Vision 2050*[8], where education features as a main priority, through a focus on improved learning environment and institutional strengthening,[9] and is also aligned to the *Zanzibar Education Sector Transformation Plan* (ZESTP) 2023/24-2029/30.[10] Both programmes are implemented with results based disbursement and well-defined Disbursement Linked Indicators (DLI), i.e. fund release triggers.

TEXTBOX 1: STRUCTURE OF THE TANZANIAN EDUCATION SYSTEM

Tanzania's education system is in transition from the old structure of 1-7-4-2-3+ framework towards the new structure of 1-6-4-2-3+ resulting from changes of the ETP 2014, Edition 2023 that encompasses all levels from pre-primary to higher education. The system begins with one year of pre-primary education for children aged 5, designed to prepare them for primary education. However, not all enrolees in primary schools go through pre-primary education. Following this, primary education spans six years, culminating in the award of the Certificate after the Primary School Leaving Examination (PSLE), which was essential for progressing to lower secondary education but is no longer the case because of the new policy of automatic promotion from primary to lower secondary. Secondary education is then divided into two levels: lower and upper secondary levels. The lower secondary and upper secondary levels last for four years and 2 years, respectively. Upon completion of these phases, students receive the Certificate of Secondary Education Examination (CSEE) and the Advanced Certificate of Secondary Education Examination (ACSEE), respectively. At the highest level, University education offers undergraduate programs for students with secondary or technical education qualifications, as well as master's and doctoral programs, following the completion of a bachelor's degree. Education is provided by both government and non-government schools, with most enrolments in government institutions.

Source: EDUCATION SECTOR DEVELOPMENT PLAN (2025/26 – 2029/30) 11

Multiple donors have been involved in both programmes since the start, i.e. EPforR II is funded by three donors, i.e. Sida; Foreign, Commonwealth & Development Office (FCDO) and Global Partnership for Education (GPE), while PERZ is funded by two

[7] EDUCATION SECTOR DEVELOPMENT PLAN (2025/26 – 2029/30) Tanzania Mainland, Ministry of Education, Science and technology, United Republic of Tanzania, p.43.

[8] Zanzibar Development Vision 2050, Revolutionary Government of Zanzibar, October 2020, pp. 29-31.

[9] Programme for Education Results Zanzibar (PERZ) FYs 2021/22-2026/27, THE REVOLUTIONARY GOVERNMENT OF ZANZIBAR MINISTRY OF EDUCATION AND VOCATIONAL TRAINING, November 2024, p. 24. https://openaid.se/en/contributions/SE-0-SE-6-13091#description

[10] Zanzibar Education Sector Transformation Plan (ZESTP), Fiscal year 2023/24 - 2029/30, The Revolutionary Government of Zanzibar, Ministry of Education and Vocational Training (MoEVT), May 2024.

[11] EDUCATION SECTOR DEVELOPMENT PLAN (2025/26 – 2029/30) TANZANIA MAINLAND, United Republic of Tanzania, Ministry of Education, Science and Technology, p. 18.

donors, i.e. Sida and GPE. The Korean International Cooperation Agency (KOICA) supported EPforR I and funds transferred from EPforR I were carried over to support the first year of EPforR II. Once these funds were exhausted, KOICA did not continue its engagement in EPforR II. Besides these development partners, other agencies including UNESCO and the World Bank are prominent development partners with substantial contributions to the education sector. The donor coordination and establishment of joint basket funding mechanisms has posed some challenges during the life span of the programmes, especially for EPforR II. However, the modality is well-consolidated and development partners are organised in the Education Partner Group and speak with one voice.[12]

The Government of the United Republic of Tanzania is currently *preparing for a new joint financing framework,* facing the recent changes in the global geopolitical context, which has led to a situation with reduced funding being available for development cooperation, most significantly the abrupt withdrawal of all USAID funding in 2025 and the announced termination of Swedish bilateral cooperation from August 2026. In addition, recent national events during the October 2025 elections have caused a critical reaction and temporary withholding of disbursements from key development partners which may also impact future cooperation. Initial indications from Government of Tanzania point towards a strategy of reaching out to alternative funding institutions, private investments and philanthropic foundations to secure future funding to the education sector. In Zanzibar, GPE support will continue until end of June 2027, whereafter decisions on future programme design and support will be discussed.

1.2 EVALUATION PURPOSE, OBJECTIVE AND SCOPE

The *purpose* of the evaluations as stated in Terms of Reference is to provide an assessment of the *relevance* of the interventions and identification of *key lessons, successes and challenges* in relation to the *effectiveness* of the programmes; provision of evidence for rights-holders (students, teachers, civil society) about the programmes with the aim to *enhance transparency and accountability.*[13] The Terms of Reference initially indicated that the evaluations should provide input to Sida for the upcoming preparation of a potential new phase of the programme/intervention. This part of the assignment was, however, omitted due to the termination of Sweden's bilateral cooperation with Tanzania as from August 2026.[14] However, findings and

[12] Interview FCDO, 03.11.2025.

[13] The Terms of Reference for the two evaluations explicitly state the evaluation *purpose* (i.e. what will the evaluation be used for), but have no explicit reference to evaluation *objectives* (i.e. what will the evaluation achieve).

[14] Sida evaluation of EPforR II and PERZ - notes from meeting 12.12.2025 (email).

recommendations will still be of use for Tanzanian government partners and other funding agencies.

Consequently, the group of *primary and secondary users of the evaluation* was narrowed down, albeit the intention remains to provide a useful input to stakeholders engaged in the education sector beyond the withdrawal of Swedish funding. This includes relevant national institutions, in particular the Prime Minister's Office - Regional Administration and Local Government (PMO-RALG)[15], Ministry of Education, Science and Technology (MoEST -Tanzania) and Ministry of Education and Vocational Training (MoEVT - Zanzibar), as well as the wider donor community, civil society, and end-beneficiaries. These will hopefully benefit from the evaluation results in the form of lessons learned disseminated and communicated, as well as recommendations presented.

The timeframe for the Swedish support to both programmes is from July 2021 to June 2026.[16] The *scope* of the evaluations comprises the period from June 2021 to early 2026, when the field data collection took place, i.e. almost the entire programme period.

1.3 EVALUATION CRITERIA AND QUESTIONS

The evaluation of both EPforR II and PERZ programmes was guided by three evaluation criteria: relevance, effectiveness and sustainability with related EQs.[17] For each programme, the EQs were unfolded in an *Evaluation Matrix* with sub-questions and evaluation indicators, which have guided in data collection in general and interviews undertaken in particular.[18]

1. Relevance: Did the programme do the right things to respond to the needs of intended beneficiaries?
2. Effectiveness: Were the intended programme objectives achieved?
3. Sustainability: Will the benefits and changes last after the programme intervention?

There was a total of 15 EQs for the EPforR II evaluation and 11 EQs for the PERZ evaluation. The EQs as presented in the Terms of Reference for the EPforR II evaluation contained some overlaps, i.e. between EQs 2.1 and 2.3, which have been

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[15] It was initially the President's Office – Regional Administration and Local Government (PO-RAÆG), but the responsibility for the EPforR II programme was transferred to the Prime Minister's Office – Regional Administration and Local Government (PMO-RALG).

[16] Grant Agreement between Sweden and the Government of the United Republic of Tanzania regarding Education Programme for Results II Phase II (EPforR II), Sida Contribution 14876, signed 05.10.2021, p. 3; Grant Agreement between Sweden and the Revolutionary Government of Zanzibar regarding Support to Education Zanzibar Sida Contribution No 13091, n.d., p.4.

[17] See *Annex 1: Terms of reference*.

[18] See *Annex 2: Evaluation Matrices*.

addressed in the preparation of interview checklists. In addition, some EQs for both programmes, i.e. 2.6 for EPforR II and 2.2 for PERZ, required quantitative information on meeting national standards, which have been covered through available secondary sources.[19] Finally, EQ 1.4 for EPforR II asks for a relevance assessment and ranking of the DLIs in relation to poverty perspective, national ownership and sustainability. The relevance of the DLIs in relation to these parameters is addressed as an integral part of the analysis, whereas a ranking of fundamentally different indicators would be a false equivalence and has been left out.

1.4 STRUCTURE OF THE REPORT

The report presents the evaluation of two separate, albeit similar programmes, i.e. EPforR II in Tanzania Mainland and PERZ in Zanzibar. The general Introduction (chapter 1) and Methodology (chapter 2), as well as Final Considerations (chapter 5) cover both programmes. However, the structure of the report allows for reading the chapters on EPforR II (chapter 3) and PERZ (chapter 4) as stand-alone documents containing discussion of findings, derived conclusions and lessons learned for each programme. Chapters 3 and 4 present background, findings, conclusions and recommendations for the respective programmes (evaluation objects). Each chapter includes a description of the theory of change, the time period, funds spent, geographical area, target groups, organisational set-up, implementation arrangements, policy and institutional context. Findings are discussed following the rationale of the programmes, i.e. by Result Areas, while also considering the three main evaluation questions (EQ): relevance, effectiveness and sustainability, which also provides the structure for the conclusions, lessons learned and recommendations drawn in separate sub-chapters for each programme. Final considerations (chapter 5) summarise learnings and way forward at a general level for the education sector in Tanzania and Zanzibar. Textboxes with case illustrations from the field data collection are included in the text to exemplify the challenges and progress encountered.

The report contains a number of annexes, including terms of reference, evaluation matrices, example of interview checklists, list of documents consulted, list of interviews undertaken, disbursement linked indicators per programme, and budget and disbursements per programme.

[19] These adjustments were addressed during the Inception Phase and endorsed by the Embassy of Sweden.

2 Methodology and approach[20]

The evaluation applied *mixed methods* by using quantitative and qualitative data from secondary and primary sources to answer the EQs. The analysis of data is built on an analysis of the reconstructed theory of change, and underlying assumptions to assess the linkages between interventions and activities and specific outcomes, results and changes in order to establish the causal contribution.[21] The analysis has tested how the programme theory of change materialised in practice by assessing the appropriateness and efficiency in operationalising the programme delivery modalities and specific interventions and activities, implementation approaches, partnerships (government and non-government at national and local levels) and among other mechanisms that led to achievement of expected output results.

The specific policy context of the education sector is integrated in the analysis of specific Result Areas for both programmes. Changes in legislation, policies and strategies, as well as government institutions over the evaluation time span are included in this contextualisation of evaluation results. Aspects of gender, equity, degree of decentralisation, and poverty have been addressed, whereas power relations and human rights, conflict and climate have been difficult to cover within the available data, time and resources.

The evaluation had a keen focus on *lessons learned* in order to ensure that all aspects and phases of the evaluation will contribute to the utilisation of the evaluation results by a broader group of stakeholders. The evaluation was conducted as an iterative and interactive process, where a close and on-going dialogue with the Embassy of Sweden and key stakeholders have ensured that focus was maintained and adjusted when needed.

The evaluation was undertaken with integrity and honesty and has maintained a *highly ethical approach* following OECD/DAC evaluation quality standards and criteria to ensure solid and unbiased data collection while avoiding doing any harm to research participants or consultants. Interviews have been based on voluntary participation, and all interviewees have been informed about confidentiality of information, privacy and anonymity of interviewees. The evaluation has taken a culturally sensitive and child-

[20] The presentation of methodology and approach for the evaluation is a short version of the detailed description presented in the Inception Report for the evaluation, December 2025.

[21] The PERZ theory of change does not include outcome indicators, which is a limitation in relation to the contribution analysis.

friendly approach and secured a conducive and open atmosphere during all interviews. The final analysis relies on independent analysis by the evaluation team.

2.1 DATA COLLECTION AND ANALYSIS

Data was collected and analysed systematically, guided by the evaluation matrices. The analysis comprised descriptive quantitative methods to analyse programme indicators per Result Area and cross-checked against EQs on relevance, effectiveness and sustainability. All information has been carefully triangulated to provide a solid basis for drawing conclusions, identify lessons learned and providing recommendations for future interventions.

The data collection comprised extensive document review of key programme documents[22], review of quantitative data from official education statistics, interviews with key informants selected from a long-list of stakeholders mapped in collaboration with Embassy of Sweden, MoEST and MoEVT. Qualitative data was collected through semi-structured interviews based on interview checklists[23] based on the evaluation matrices and translated to Kiswahili for local level interviews, e.g. with students and school management committees. For both programmes, interviewees included a selection of relevant government officials, primary and secondary schools, boarding and day schools, school managements, school management boards/committees, community leaders and parents, teachers and students. Interviewees were selected based on their specific knowledge and role, relevance to the programme, as well as direct engagement either as duty bearer or rights holder. Most interviews have been one-to-one, but also focus group interviews have been used, e.g. with students, school management committees, teachers, parents and implementing government institutions with the aim of enhancing discussion. Written records from interviews have allowed for systematic sharing of information within the team. Interviews were conducted face-to-face and online.

The evaluation interviews have included a total of 247 interviewees (89 female and 158 male) with the following categories of informants:[24]

[22] Annex 4: List of documents.

[23] See *Annex 3: Interview checklists.*

[24] See *Annex 5: List of interviewees.*

Table 1: Categories and number of people consulted

Informant category	EPforR II		PERZ	
	Female	Male	Female	Male
Government officials (national level)	3	19	5	16
Government officials (sub-national level)	19	14	0	6
Schools (head teachers, teachers)	14	36	5	3
School management committees (parents/community leaders)	3	8	3	11
Students	24	33	5	3
TA and IVT teams	0	2	1	2
Development partners	6	3	0	1
Other informants (CSOs)	1	1	0	0
TOTAL	**70**	**116**	**19**	**42**

As per Terms of Reference, geographical areas have included a sample of Local Government Authorities (LGA) selected based on urban/rural location, distance and logistics. For EPforR II the districts of Bahi District Council and Dodoma Jiji in Dodoma Region, Uyui District and Tabora Municipal Council in Tabora Region, and Mkuranga and Kibaha District Councils in Coastal Region; and for PERZ, a sample of regional and district education offices and schools in Central District in Unguja and Micheweni District in Pemba.

2.2 LIMITATIONS AND RISKS

The initial and explorative data collection during the Inception Phase suffered delays due to post-election disturbances and internet shut-down in October 2025. In early December 2025, the scope of the evaluation was reduced as a consequence of the announced termination of Sweden's bilateral development cooperation with Tanzania as per August 2026. These occurrences have impacted on the smooth implementation of the evaluation and required ad hoc adjustments in coordination with the Embassy of Sweden. Furthermore, the announced termination of Sweden's bilateral development cooperation with Tanzania as from August 2026 impacted on the degree to which government partners have been invited to engage in the evaluation oversight. The planned Steering Committee for the evaluations, and the Participatory Workshops to discuss preliminary evaluation results with the aim of co-creation of recommendations, as well as a broader dissemination have been substituted by more restricted discussion of the draft evaluation report.

In spite of a generally positive ambience with national, regional and local government institutions and pre-information on the evaluation through introduction letters to key stakeholders, the ET encountered some delays in scheduling interviews with national level government representatives, development partners and other informants, e.g. civil society organisations (CSO) and interest organisations. As a consequence, some interviews were only finalised two weeks after the formal end of the field data collection period, while others did not materialise.

Government partners' involvement in site selection and identification of key informants has been carefully managed by use of selection criteria for schools and informants to ensure coverage of different categories through unbiased, yet pragmatic selection within the limitations of available resources in terms of time and budget. To offset the risk of high dependence on stakeholders directly involved in implementation (duty bearers), the ET has counterbalanced the information from government officials through interviews from beneficiaries, i.e. students, parents and CSOs (duty bearers) and interviews and site visits have been carried out with minimal involvement of government representatives.

During data collection, the ET faced some difficulties in maintaining a gender balance among informants. First of all because government informants were selected based on their position, and with school committee members it was difficult to change the composition of participants during the short visits to school sites in spite of efforts to invite both women and men to participate. Interviews with students were carried out in presence of adult school staff.

A number of key documents related to the future joint funding framework, e.g. on climate change and disaster risk management, textbook distribution chain, teachers' continuous professional development, non-governmental education providers, the management of the 2028 double cohort, promotion of diaspora engagement etc. were approved by the Education Sector Development Committee on 31.03.2026. The documents were shared with the ET only by 10.04.2026, i.e. after the submission of the draft report. References to these documents and decisions are included in the present report, but no substantial changes have been made in the analysis of findings.

Finally, whereas access to quantitative and qualitative data has been relatively easy and supported by key informants, the access to financial data has been limited to what has been available in e.g. Annual Reports and Verification Reports.

The ET triangulated data from all sources to reach well supported findings and conclusions, and regardless of the above-mentioned limitations, the ET is confident that the presented data and derived analysis is solid and based on solid and unbiased information.

3 EPforR II - Evaluation

The present chapter contains the evaluation of EPforR II. It is based on extensive document review, interviews with key informants involved in programme management and implementation, beneficiaries at school and community level, development partners and external informants, as well as analysis of the underlying programme logic as presented in the theory of change for the programme. The chapter contains a brief discussion of key programme features, i.e. design and management structure, budget and funding, and theory of change. This is followed by the presentation and discussion of the main evaluation findings structured according to the programme's four Result Areas: Improved school learning environment, improved teacher competences and classroom teaching/teacher workforce planning and management, strengthened governance and institutional capacity, and outcome DLIs. In the end, conclusions documenting relevance, effectiveness and sustainability are summarised, followed by chapters on lessons learned and recommendations for the way forward.

3.1 KEY PROGRAMME FEATURES

This chapter presents and discusses the key programme features in terms of programme design, management and budget, as well as the EPforR II theory of change.

3.1.1 Programme design

The Education Programme for Results, Phase II (EPforR II) design was based on the lessons learned from the first phase[25] running from 2014 to 2021; as well as key government education sector priorities (e.g. quality education and increased enrolment for girls and boys), whereby funds have been supporting nationally owned reform processes (sector policy, budget allocation, allocation protocols, defined rations for teacher/students and students/textbooks etc.). The five-year programme started in July 2021 and is planned to run until June 2026. The programme period is tailored to the Government of Tanzania Fiscal Year and aligns with main government administrative, planning and financial systems at national and local level, e.g. Facility Financial Accounting and Reporting System (FFARS), Education Management Information System (EMIS), Annual School Census (ASC), School Information System (SIS), and Planning & Reporting System (PLANREP).

The ET found that the underlying preparation process, based on lessons learned and with involvement of multiple institutions has guaranteed that end beneficiaries' needs

[25] Evaluation of the Sida-supported Education Program for Results (EPforR) 2014–2021, Tanzania, Final Report, Niras, Sida 2020:23, September 2020.

are reflected in the programme design. There is no doubt that the programme has addressed pertinent needs in terms of strengthening systems for improving education quality through relevant activities. However, the ET also found that the programme design was mainly the responsibility of national level government institutions with limited consultations at district and regional level. End-beneficiaries – duty bearers (teachers) as well as right holders (parents and students) – at school level were not directly involved in programme design – which would also not be realistic to expect in a programme like the EPforR II.

The EPforR II operates as a **results-based funding mechanism** for the education sector budget, where disbursements are linked to indicators assigned to each of the four Result Areas. For each Result Area, a main DLI and a number of sub-DLIs are defined.[26] The DLI serves as a trigger for performance-based disbursement. The payments are expected to incentivise the government to improve performance in areas critical for improving learning outcomes. The four main Result Areas are: 1) Improved School Learning Environments; 2) Improved Teacher Competencies and Classroom Teaching; 3) Strengthened institutional capacity and systems; and 4) Monitoring of learning outcomes and survival rates for boys and girls. Result Area 4 addresses documentation of outcomes, whereas the first three Result Areas relate to direct implementation. For each Result Area, a number of DLIs with sub-indicators are defined. Funds are disbursed from donors to the MoF Treasury and allocation to implementing government institutions is based on the overall budgeting, i.e. integration in the Medium-Term Expenditure Framework (MTEF). However, while funds are disbursed against performance in the main Result Areas, application of the released funds is untied and allows for addressing needs across the sector – a feature appreciated by government.[27] The results-based financing is not only an incentive for government to perform, but also provided development partners with measurable indicators to track progress, which increased confidence in accountability and enhanced transparency.[28] There is general satisfaction with the modality: "*EPforR as a funding model has been more effective than other models.*"[29]

An important and integrated part of a results-based programme design is the **independent verification of results**, which in the case of EPforR II is undertaken by an independent team of consultants on an annual basis. The comprehensive exercise is guided by the Programme Operation Manual (POM)[30] and serves to verify the annual reporting from MoEST and PMO-RALG on performance on selected DLIs. The independent verification team (IVT) presents a draft report in July, which is then

[26] See *Annex 6: EPforR II Disbursement Linked Indicators*.

[27] Interview MoF, 24.02.2026.

[28] Interview PMORALG departments, 13.02.2026.

[29] Interview DPS Moest, 24.02.2026.

[30] Programme Operations Manual, EPforR II, Ministry of Education, Science and Technology, United Republic of Tanzania, 2022/2023/2024/2025.

subject to discussion before the report is presented at the joint annual review meeting in October. The IVT report presents the technical assessment of results and depends on the quality of data received from implementing institutions. According to the IVT, data quality and timeliness has improved over the years, but is still subject to fluctuations.[31] The decision on disbursement levels is based on the IVT reports, but taken exclusively by development partners, i.e. Sida, FCDO and GPE. The IVT reports have been improved over the years with the introduction since 2023/2024 of an easily accessible red-amber-green (RAG) code for timeliness and quality of evidence. Same year, a new process of reviewing and approving IVT recommendations was introduced whereby preliminary recommendations are discussed thoroughly with key EPforR II stakeholders, i.e. the Technical Team, the Coordination Unit and development partner representatives.[32] The inclusive process was welcomed by involved stakeholders and has resulted in enhanced ownership to recommendations, which feed into the annual update of the POM.

The EPforR II has undergone **periodic adjustment on DLI** definitions and disbursement condition changes. Transiting from EPforR I (2014-2021), several DLIs for EPforR II were redefined to align with the lessons learned from Phase I. This included e.g. improved teacher allocation and deployment metrics; revised 3Rs (reading, writing, arithmetic) learning targets; and stronger emphasis on data verification protocols through EMIS and the IVT. Verification Protocols have been updated with more precise methods and timing for independent verification in later years to avoid disputes on DLI achievement. And finally, the Annual Report 2024[33] introduced equity-related sub-indicators (for inclusion, special needs, and gender balance), and aligning with GPE's *Partnership Compact.* There are recent discussions in MoEST to incorporate a new DLI on Climate. These discussions were, however, not yet available in detail while the evaluation took place, but are expected to be incorporated in the 2026 POM.[34] Otherwise, the DLIs for EPforR II have remained relatively stable over the years of implementation of EPforR II, with only minor adjustments. Changes in the context, e.g. introduction of a new school curriculum with focus on skills development, introduction of 10 years basic education, available data on more boys dropping out of school than girls, new technology, and the up-coming 'double cohort'[35] in 2028 are all examples of areas that will require new or reformulated DLIs in a next phase.

[31] Interview OPM, 30.10.2025.

[32] EPforR II IVT report 2023/2024.

[33] EDUCATION PROGRAMME FOR RESULTS – (EPforR II) ANNUAL REPORT 2024, Ministry of Education, Science and Technology & PORALG, United Republic of Tanzania, OCTOBER 2024

[34] Information from MoEST, March 2026.

[35] The "double cohort" in the Tanzanian education sector refers to a transitional, one-time event occurring in 2028, where two groups of primary school students from old and new curriculum will complete their education and enter Form One (secondary school) at the same time.

A particular platform for sector dialogue and coordination is the **Annual Joint Education Sector Review**[36] **(AJESR)** which is a well-established accountability and dialogue platform bringing together diverse stakeholders in the education sector. According to the ESDP, the "AJESR provides a platform for stakeholders to engage in joint field monitoring visits and participate in working and technical sessions. These reviews are led by the Government, specifically the MoEST and the PMO-RALG, in collaboration with Non-State Actors (NSAs). NSAs include Development Partners (DPs), the private sector, faith-based organisations, and civil society organisations, all of whom are essential to the Education Sector Dialogue." The AJESR takes place in October each year is based on a revision of the Annual Summary Education Performance Report and provides the forum for a joint review of progress for the sector and specifically the ESDP by key stakeholders in the sector.[37] Interviewed CSOs expressed their satisfaction with the AJESR, where field visits provide an opportunity to monitor progress and collect views from beneficiaries. The joint review process is also a platform for making visible to government and development partners the civil society contribution to the education sector.[38] The strength lies in inclusivity, policy alignment, and structured performance review, yet challenges persist, particularly limited community voice, weak follow-up on commitments and fragmented feedback loops to communities visited, a s well as a lack of continuous dialogue between the AJESRs.

Key government institutions, i.e. MoEST and PMO-RALG are satisfied with the joint basket funding mechanism, albeit the **donor coordination** posed some challenges during the life span of EPforR II. Development partners who have joined the mechanism, i.e. Sida, GPE and FCDO were satisfied with the coordination, but in reality, only few donors have been directly engaged in EPforR II. The World Bank[39] was part of the EPforR I, but chose after lengthy discussions to establish several separate programmes, which also operates on results-based disbursement principles and in complementary areas, i.a. supporting initiatives to enhance quality, accessibility, and teacher competency with focus on expanding, renovating, and improving primary and secondary school environments to accommodate growing enrolment rates and enhancing teacher training.[40] Also KOICA participated during the first year applying unspent funds from EPforR I, but did not join the EPforR II due to limited visibility in

[36] EDUCATION SECTOR DEVELOPMENT PLAN (2025/26 – 2029/30) TANZANIA MAINLAND, United Republic of Tanzania, Ministry of Education, Science and Technology, p.104.

[37] EPforR II POM 2021, pp.33-34

[38] Interview TEN/MET, 02.03.2026.

[39] Strategic Management Team minutes, 01.02.2022.

[40] There were two main reasons for not joining EPforR II, i.e. the fact that other development partners did not want to fund infrastructure and ICT intervention areas, as they saw this as a government responsibility; and the fact that internal WB regulations did not allow for being part of the SMT. https://www.worldbank.org/en/news/press-release/2021/12/17/tanzania-more-than-12-million-children-to-benefit-from-improved-preprimary-and-primary-education The current World Bank programmes in education are: BOOST - Primary Student Learning Program; SEQUIT.

a joint arrangement with bigger donors.[41] However, coordination is also important with the other major development partners and programmes in the education sector, e.g. World Bank (BOOST and SEQUIP programmes[42]), UNICEF, UNESCO, KOICA and FCDO (Shule Bora) is taking place in the *Education Development Partner Group* which ensures the overall coordination, exchange of information and overall alignment to the ESDP. Interviewed government stakeholders stated that the multiple reform areas – teacher allocation, textbooks, infrastructure etc. – allowed diverse donor interests to be addressed under one common framework, but also held the risk of increasing transactional costs and diluting focus.[43] In future, key government stakeholders envisage a broader platform to engage a diverse array of funding institutions in aligned support to the education sector.[44]

Civil society plays an important role in the overall support to the educations sector.[45] Through the umbrella organisation Tanzania Education Network / Mtandao wa Elimu Tanzania (TEN/MET)[46] 16 civil society organisations contributed TZS 62 billion TZS to the education sector in 2024/2025 FY, financing targeted education interventions including e.g. inclusion and equity, scholarships, school fee support, teacher recruitment, and the provision of allowances for teachers and caregivers. Furthermore, TEN/MET participates in Technical Working Groups and is an active dialogue partner with government, e.g. with the Parliamentary Standing Committees on Education, Culture and Sports; Social Welfare and Community Development; the Education Sector Development Committee, and the Budget Committee.

The results-based modality is well-consolidated, and both government of Tanzania partners and development partners expressed satisfaction with the set-up. Based on this, **preparation for a new programme phase** has been initiated by MoEST and PMO-RALG, and a joint framework with the same basic focus was discussed and approved after the data collection was completed.[47] Interviewed government representatives underlined the intention to have a common and flexible framework, to which all development partners can contribute; including also a broader range of financial partners, e.g. private foundations and philanthropic institutions. In spite of most donor funded programmes being aligned with national sector priorities and plans, e.g. the Education Sector Development Plan (2017–2021), the Five-Year Development Plan

[41] Interview PMORALG, 29.01.2026; interview FCDO, 06.02.2026.. The ET has not been able to set up a meeting with KOICA.

[42] https://projects.worldbank.org/en/projects-operations/projects-list?os=0&qterm=Tanzania%20education

[43] Interview with PMORALG departments, 13.02.2026.

[44] Interview with MoEST and PMORALG, January 2026.

[45] Interviews UWEZO, 27.02.2026 and TEN/MET 02.03.2026.

[46] CONTRIBUTION TO THE EDUCATION SECTOR FOR 2024/2025, TENMET, p.23.

[47] Documents related to the future joint framework approved on 31st March 2026 were not available to the ET during the analysis and report writing.

(FYDP II) and Vision 2050[48], there is still a tendency of implementing harmonised, yet parallel initiatives rather than full alignment under a common framework. Several government informants highlighted the need for such alignment to government's education programme rather than bilateral stand-alone initiatives., as well as a need for stronger donor commitment to avoid mid-programme dropouts. It is, however, an open question whether MoEST's or Government of Tanzania's bargaining power is sufficient if donors insist on running own programmes.

In general, the ET found that the **programme design has built on solid lessons learned** from the first phase of the programme in terms of modality and programme set-up, which had demonstrated to be efficient. In particular, the development of a common theory of change and results framework with common metrics against which to measure progress[49] has proven to work well. This is spelled out in the comprehensive Programme Operations Manual (POM), which is adjusted on an annual basis and contains detailed information on how to measure progress and performance on the commonly agreed DLIs.

3.1.2 Programme management

The programme management structure of EPforR II is complex and integrated within relevant government institutions and development partners.[50] A particular feature of the programme design is the **coordinated engagement of multiple government institutions** in management, coordination and implementation. Interviews with key government officials in these institutions reflect a satisfaction with the effectiveness of the management set-up, although a certain inertia was also recognised due to the dual-ministry set-up and involvement of multiple development partners.[51] Interviews also revealed some challenges related to harmonisation of priorities to ensure availability of funds as well as enhanced effectiveness in resource allocation; e.g. while MoEST is planning for the 2028 double cohort, MoF may not have the available funds to cover this need. Another example where harmonisation of priorities is needed is the introduction of vocational skills training in the new secondary school curriculum, where MoEST prioritises acquisition of specialised equipment, whereas PMO-RALG prioritises establishment of laboratories.[52]

[48] NATIONAL FIVE-YEAR DEVELOPMENT PLAN 2021/22–2025/26 Realising Competitiveness and Industrialisation for Human Development, Vision 2025, Ministry of Finance and Planning, United Republic of Tanzania, June 2021; and THE TANZANIA DEVELOPMENT VISION 2050 (DIRA 2050), United Republic of Tanzania, 2025.

[49] Evaluation of the Sida-supported Education Program for Results (EPforR) 2014–2021, Tanzania, Final Report, Niras, Sida 2020:23, September 2020, pp. xiii-xv.

[50] Programme Operations Manual, EPforR II, Ministry of Education, Science and Technology, United Republic of Tanzania, revised version, April 2025, pp. 99-104.

[51] Interview with PMORALG EPforR II coordination, 29.01.2026; Interview with PMORALG departments, 13.02.2026.

[52] Interview with DPS MoEST, 24.02.2026.

The programme management set-up comprises a **Strategic Management Team (SMT)** chaired by a troika consisting of the MoEST Permanent Secretary, the PMO-RALG Permanent Secretary and one of the development partner representative (currently FCDO), who all expressed satisfaction with the set-up and underlined the leadership and ownership by key government institutions.[53] Members count the Permanent Secretary of Ministry of Finance, additional high-level representatives from PMO-RALG and MoEST, the Commissioner of Education and others. The SMT is responsible for reviewing and assessing progress and performance in respect to DLI targets and fund releases, as well as providing a forum for discussions and guidance on implementation. The high-level commitment combined with a clear mandate and well-defined tasks indicates a well-functioning structure. Minutes from subsequent SMT meetings since 2022 demonstrate continuous participation of a broad range of relevant education sector institutions, which has served to secure engagement and shared ownership to decisions on overall programme issues.[54]

The SMT is supported by a **Technical Committee** led by the MoEST Planning Director and comprising representatives from the development partners. The responsibility of the Technical Committee is on a biannual basis to prepare an Action Calendar. The Technical Committee is responsible for preparing and follow up of the SMT meetings.

A **Coordination Unit** supported by Coordination Teams in both MoEST and PMO-RALG ensures agile implementation and exchange of information across involved institutions. The secretariat is hosted with the MoEST Policy and Planning Unit and assisted by the **Technical Assistance Support** team (TAS) from Shule Bora financed by FCDO.[55] In addition, Sida provides ongoing support when needed to the TA team, EPforR II coordination unit and key functions at MoEST, PMO-RALG and their structures such as TIE, with focus on the calculations and analytical work of development and finetuning of DLIs, ongoing work with POM revision etc. The FCDO-funded TAS provides the core technical support to EPforR II with a particular focus on system strengthening in monitoring and reporting on DLIs. The TAS is instrumental in preparing the annual reports, as well as the annual updates of the POM. Furthermore, the TAS has supported important processes like the development of various protocols and guidelines, e.g. Teacher Allocation Protocol (TAP) and Textbook and Learning Material Allocation Protocol (TLMAP). The TAS also supports the EPforR II implementation through other institutions, e.g. National Examination Council of Tanzania (NECTA) on 3R capacity and the President's Office for Public

[53] Interviews with FCDO, 06.02.2026; DPS MoEST, 24.02.2026; and DPS PMO-RALG, 18.02.2026.

[54] SMT minutes from June 2022 to October 2025.

[55] Programme Operations Manual, EPforR II, Ministry of Education, Science and Technology, United Republic of Tanzania, revised version, April 2025, p. 116; interview EPforR II Coordination Unit, 20.01.2026; interview FCDO, 28.01.2026; interview Cambridge Education, February 2026.

Service Management and Good Governance on teacher allocations. An important role for the TAS lies in bridging national policy reforms with local implementation, ensuring that performance targets are met while building sustainable systems. The technical assistance role is central — providing expertise, tools, and adaptive learning that make reforms both effective and durable. The challenge lies in maintaining the delicate balance between supporting and building local capacity and avoiding the risk of engaging directly in implementation. MoEST and PMO-RALG have well-established monitoring units, which according to key informants should be able to take over the main responsibility of reporting and POM revision, leaving TAS capacity to concentrate to technical capacity building also at LGA level. The ET found that the TAS has played an instrumental role in strengthening coordination, preparing annual reports, embedding reforms and supporting systemic transformation. But also sees a need for future readjustment of the hands-on role to address the need for institutional strengthening and capacity building at local level.

The subsequent POMs offer a detailed and clear description of the management structure, which has been consolidated over the years and - in spite of its complexity - apparently proven to be operational and efficient. Based on extensive interviews with key stakeholders involved in programme management and verification, the ET found the management bodies relevant and efficient. The participation of key education sector institutions has served to ensure a broad-based ownership to the programme, which - in line with the intentions - is generally perceived as a government programme and not a donor implemented programme.

3.1.3 Programme budget

Sweden's contribution to the programme was budgeted to Swedish Krona (SEK) 750 million. In addition, other development partners have committed funds, i.e. FCDO with a total budget of GBP 26.05 million for the programme, GBP 2 million for Technical Assistance and the Independent Verification Team (IVT), and GBP 10.05 million for Shule Bora LGA funding; and GPE with a maximum amount of USD 81.05 million.

Table 2: Basic Education Financing in Tanzania (Development Partners Contribution) FY 2021-2026

	Programme Name	Funder	Amount in Millions ($)	Amount in Millions (SEK)	Amount in Millions (GBP)
1	BOOST	WB	500		
2	SEQUIP	WB	500		
3	Shule Bora	FCDO			10.05
4	EPforR II	KOICA	2		
		SIDA		750	
		FCDO			26.05
		GPE	81.05		

Source: MoEST database and GPE

The Swedish funds have been reallocated between Result Areas and DLIs over the years of implementation. In the initial Project Proposal and POM for the first year,[56] SEK 746 million[57] of the total SEK 750 million budget, were allocated as follows: Result Areas 1: Improving School Learning Environment SEK 525.5 million), Result Area 3: Strengthening Governance and Institutional Capacity (SEK 116 million), and Result Area 4 Outcome DLIs (SEK 104.5 million).[58] By 2025, the allocation is more detailed among different DLIs. These changes in allocations are rooted in accumulated experience during implementation, based on agreed proposals and appear well justified.

The disbursement of Swedish funds as of March 2026 was SEK 393.534.060, corresponding to 52.5% of the overall budget.[59] Due to recent events, there will be no further disbursements from Sida to EPforR II. First, the 2024-2025 disbursement was cancelled due to the fact that Sweden adhered to the EU decision to withhold further disbursements until the Government of Tanzania report on the October 2025 election process was available and accepted by development partners. As the report was not available by the end of the Swedish financial year, i.e. December, the funds will not be disbursed, as Sida cannot move funds forward to the next financial year. Second, the 2025-2026 disbursement, scheduled for November/December 2026, was cancelled due to the phase out of Swedish development assistance, which prohibits commitments after August 31. Considering that Sweden's contribution to the overall EPforR II budget represented approximately a quarter of the overall EPforR II budget[60], these changes represent a drastic cut in the overall education budget.

3.1.4 EPforR II Theory of change

The overall objective of the EPforR II is aligned to the ESDP strategic objectives and priorities and aims at improving equitable access and quality learning in pre-primary and primary education in mainland Tanzania.[61] This is reflected in the programme theory of change[62], which is comprehensive and evidence-driven and clearly maps the causal pathway from DLI-linked activities to intermediate outcomes, system reforms,

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[56] Education Program for Results II, Proposal for Support from SIDA, Ministry of Education, Science and Technology & PORALG, United Republic of Tanzania, 26.02.2021; Education Program for Results II, Proposal for Support from SIDA, Ministry of Education, Science and Technology & PORALG, United Republic of Tanzania, 26.02.2021.

[57] The 'missing' SEK 4m were not included in POM 2021 in year 2022/2023 which has a total of SEK 180.5m instead of SEK 184.5m as displayed by POM 2025.

[58] The sum of the first-year allocation was SEK 746 million.

[59] See *Annex 7: EPforR II budget and disbursement per DLI.*

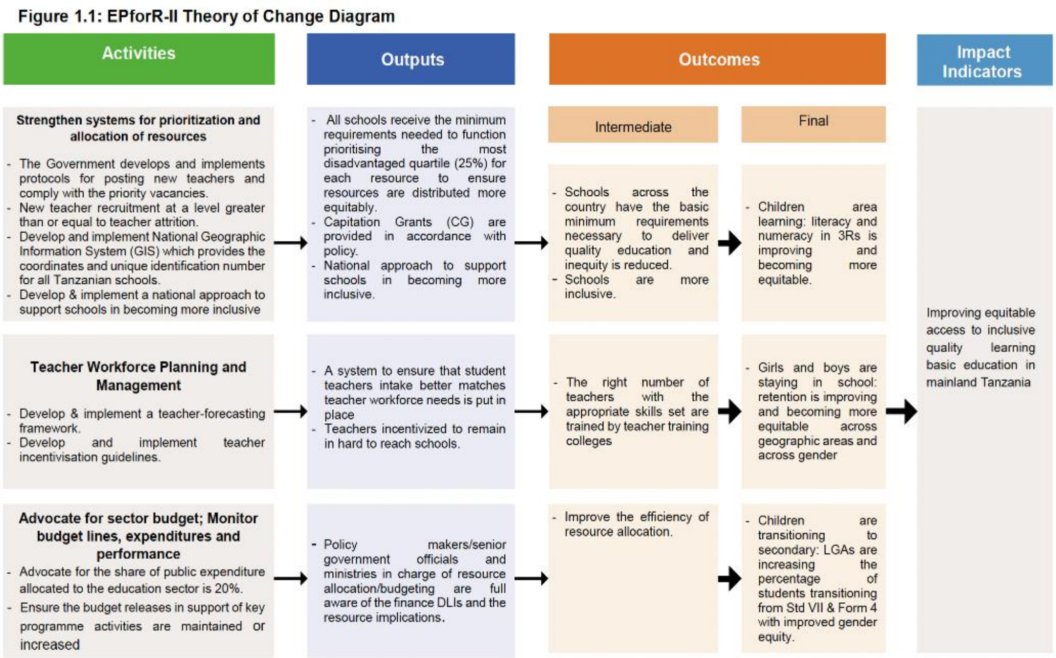
[60] EPforR II Annual Report 2025, October 2025, MINISTRY OF EDUCATION, SCIENCE AND TECHNOLOGY & PRESIDENT'S OFFICE-REGIONAL ADMINISTRATION AND LOCAL GOVERNMENT, United Republic of Tanzania, p. 9.

[61] Education Program for Results II, Proposal for Support from SIDA, Ministry of Education, Science and Technology & PORALG, United Republic of Tanzania, 26.02.2021, p.11.

[62] EPforR II Programme Operation Manual, April 2025, pp. 5-8.

and long-term learning improvements. The theory of change provides a solid, evaluable framework for tracking systemic change and institutional performance. The inclusion of explicit assumptions, measurable indicators, and feedback mechanisms through the Joint Sector Review and IVT provides a strong foundation for monitoring systemic and behavioural change.

Figure 1: EPforR II Theory of Change



Source: EPforR II Programme Operation Manual, April 202562F[63]

The theory of change has remained very much the same with a single update from year one to year two, where the second Result Area Teacher Work Force Planning and Management was developed and unfolded in expected outputs and outcomes. The theory of change does not include important activities as e.g. textbook provision and allocation protocols for secondary level. In the first years, the POMs contained very detailed assumptions for the theory of change[64], including e.g. what would be expected for outputs to result in outcomes. However, in 2025, the assumptions were summarised in four main issues related to alignment to government objectives, sufficient funding levels, government commitment, and verification of results by IVT.[65]

[63] Ibid., p.7.

[64] EPforR II Programme Operation Manuals, June 2022, April 2023 and July 2024.

[65] EPforR II Programme Operation Manual, April 2025, p.8.

The ET found that the theory of change provides a solid framework for systematic monitoring and follow-up, which however, is not explicitly reflected in key programme documents as annual reports and IVT reports.

The following case story demonstrates how transformation has been possible with EPforR II support through government channels in key areas of importance for improving the learning environment at schools.

TEXTBOX 1: KWALA SECONDARY SCHOO CASEL

The case of Kwala Secondary School in Kibaha District in Coastal Region[66] *demonstrates how transformation initiatives have strengthened resilience and renewal. A few years ago, Kwala Secondary struggled with overcrowded classrooms, scarce textbooks, teachers and student's long walks to school. Today, the situation has changed, as the school has been able to expand classrooms and build dormitories. With new dormitories, students no longer need to walk long distances – often in the dark. The application of capitation grants has upgraded various areas: administrative operations, printing of material for preparatory exams/tests, electricity for evening study sessions, science labs which allow real experiments, replacing improvised alternatives.*

Teachers, though still facing shortages and frequent transfers, are motivated by leadership support and strengthened by mentorship networks. Parents and local leaders, encouraged by EPforR's accountability framework, have become active partners — contributing to infrastructure and tackling drop-out cases and truancy.

Yet challenges remain: unsafe water, limited toilet facilities, and textbook shortages in subjects like Biology and History. Inflation and delayed capitation grant disbursements impacts on the school's stability. But the foundation has been laid through systemic change, stronger governance, and community engagement to give Kwala the energy to keep moving forward.

The Kwala case exemplifies how transformative interventions help turning scarcity into opportunities. The story shows how complementary support to government effort like EPforR is not merely funding education, but a transformation which inspires students, teachers, and the community to believe in a brighter future.

3.2 FINDINGS

In this chapter, the evaluation findings are presented and discussed with the aim of providing empirical data from document review and interviews with key stakeholders and selected beneficiary level informants. In order to cover the complexity of the programme, the discussion is structured according to the Result Areas with a short introduction to related DLIs. The EQs related to the DAC evaluation criteria of relevance, effectiveness and sustainability guide the analysis. Overall conclusions related to these evaluation criteria are drawn in the subsequent chapter.

[66] Visited February 2026.

3.2.1 Improving school learning environment

Result Area 1[67] deals with **improving school learning environment** through a number of specific initiatives aimed at ensuring that all schools are supported equitably, e.g. through directing resources to the most disadvantaged schools. Nationwide, there is a severe lack of both primary and secondary school teachers, especially in rural and remote locations. An important part of ensuring an improved school learning environment is the posting of new primary (DLI 1.1) and secondary (DLI 1.6) teachers in compliance with staffing priorities. Previous teacher allocation principles did not prioritise schools based on documented teacher shortage. The Annual School Census (ASC) provides an evidence base for planning of initiatives to improve the learning environment. A key instrument to address teacher shortage is Teacher Allocation Protocols (TAP) - developed during the bridging year between EPforR I and EPforR II and fully established under EPforR II – with the aim of securing that new recruitment be greater than or equal to the attrition rate. There are specific TAPs for primary (P-TAP) and secondary (S-TAP) school level. Provision of teaching and learning materials for both primary (DLI 1.4) and secondary (DLI 1.7) schools is another pillar in the efforts to improve the school learning environment. These activities are guided by Teaching and Learning Materials Protocols (TLMAP) for primary P-TLMAP) and secondary (S-TLMAP) schools. The protocols facilitate the calculations of number of textbooks and other learning material needed per year. For primary school, these calculations are based on the ASC data, which provide a solid quantitative basis for planning of printing and distribution of text books. In addition, there is a deliberate focus on enhancing inclusion of children with special education needs in primary schools (DLI 1.5), which involves pre-school screening of students, teacher training, provision of special equipment and establishment of accessible infrastructure.

The Swedish contribution to the overall budget for Result Area 1 is SEK 466.5 million, corresponding to 62.2 %.[68]

Planning based on factual information is a prerequisite for efficiency and resource optimisation. The digitalised data collection operates well, and the extensive **School Information System**[69] based on the previous ASC developed during EPforR I provides a reliable and solid base for the forecasting of teachers, textbooks and learning material, as well as classroom needs. The data collection is rolled out and can be used from school to national level. Teachers have been provided with tablets used in the 2022 National Census and from World Bank projects. There are, however, a number of challenges related to the data collection, e.g. the unreliable internet connectivity in rural

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[67] Ibid.; EPforR II Annual Report, October 2025.

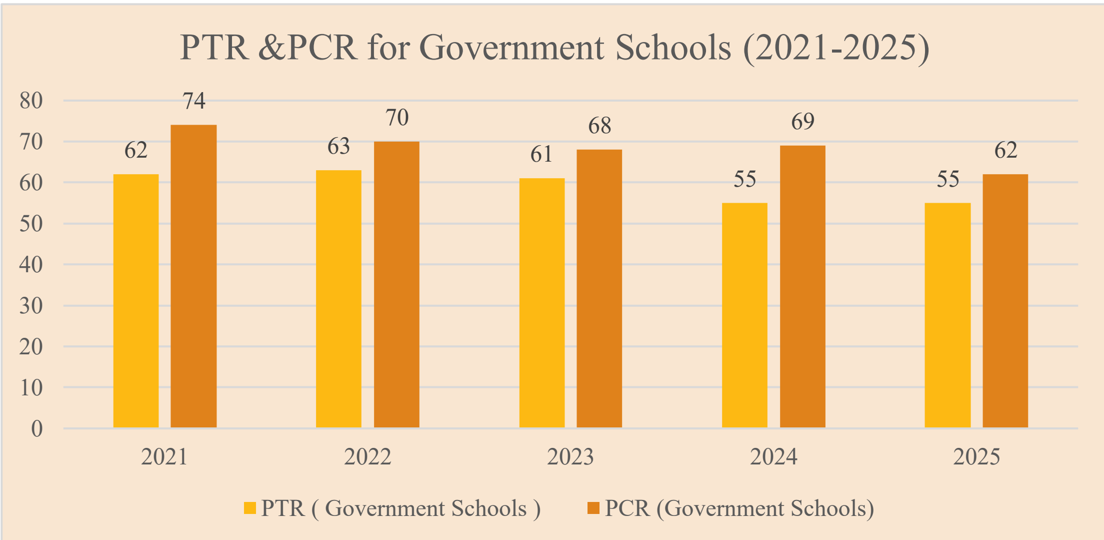
[68] Programme Operations Manual, EPforR II, Ministry of Education, Science and Technology, United Republic of Tanzania, revised version, 2021 and 2025.

[69] As mentioned in chapter *3.1.1 Programme design*, there are other systems like FFARS which is used to make expenditures on Capitation Grants funds disbursed to schools; NeST system which is used to capture tenders for school construction and other activities.

areas, limited teacher capacity, maintenance and replacement of tablets. It is also a challenge that in spite of the national level roll-out of the data collection and use of teacher and text book allocation, there is still limited local use of data at school and district level due to e.g. teachers' limited capacity and permission to retrieve data at school level.[70]

The **TAPs for primary and secondary schools** have served to shift from random posting of teachers by LGAs to demand-driven allocations; resulted in a significant drop in percentage of government primary schools with less than 50% of the required staff, and served to reduce the urban-rural imbalance by ensuring a fair distribution of teachers and direct posting to schools reporting shortage of teachers and information on specific needs for subject specialisation. There is still a severe shortage of teachers, as the need keeps increasing as a consequence of not only increased population and enrolment of students, but also new classroom constructions.[71] Teacher retention is also a challenge, and interviews reported a tendency of teachers to ask for transfer for health or family reasons before the end of the three years' probation period. This risk could be reduced if new teachers declare health issues and family conditions upfront in the allocation process.[72]

Figure 2: Pupil-teacher ratio and pupil-classroom ratio 2021-2025



Source: National Basic Education Statistics in Tanzania (BEST), 2025

A common problem encountered during field data collection is the lack of predictability on when secondary schools receive the requested teachers. As a consequence, local measures to cover up for the shortage in certain subjects by e.g. reshuffling teachers locally are taken, which has caused problems when the requested teachers finally

[70] Interview with TSC, 13.02.2026.

[71] In the period 2021-2025, 2,184 classrooms for primary schools and 1,401 classrooms for secondary schools were constructed. Programme data, 2026.

[72] Interview with FCDO, 06.02.2026.

arrive. Another common practice to cover the lack of teachers is the use of **volunteer teachers**,[73] who are locally recruited and not officially salaried but offered an allowance, which in some cases is supported by parents. The renumeration level differs from one LGA to another, but usually range between TZS 200,000 to 400,000 per month. The lack of standardised procedures for the use and supervision of volunteer teachers poses multiple risks, e.g. inadequate technical and pedagogical competences, exploitation and unfair employment conditions, and corruption to supplement income.

Information gathered from central level sources provide a slightly more positive picture of the situation than what the ET could verify during field visits. In spite of the efforts to set up efficient structures for teacher allocation, all visited schools experienced an alarming shortage of teachers.

At the beginning of EP4R2 Teacher posting was the responsibility of MoEVT. It was then transferred to PORALG (Tamisemi). It was then transferred to POPSM in 2025. The PTAP reform has weathered 3 major institutional changes in the four years it has been operational.

The allocation of teachers was initially undertaken by MoEST, later transferred to PMO-RALG, and is since early 2026 to the responsibility of the President's Office for Public Service Management and Good Governance. This represents a major structural reform aimed at improving fairness and efficiency in teacher deployment. The ET found that while the evidence backed allocation protocols offer an excellent instrument for adequate and timely allocation of new teachers in schools with identified quantitative (number of teachers needed) and qualitative (subjects required to match curriculum) needs, the momentum in teacher allocation may be hampered if strong coordination with PMO-RALG, clear communication on timing and robust monitoring is not secured. In addition, careful coordination must also involve MoF to avoid disruptions during the transition.

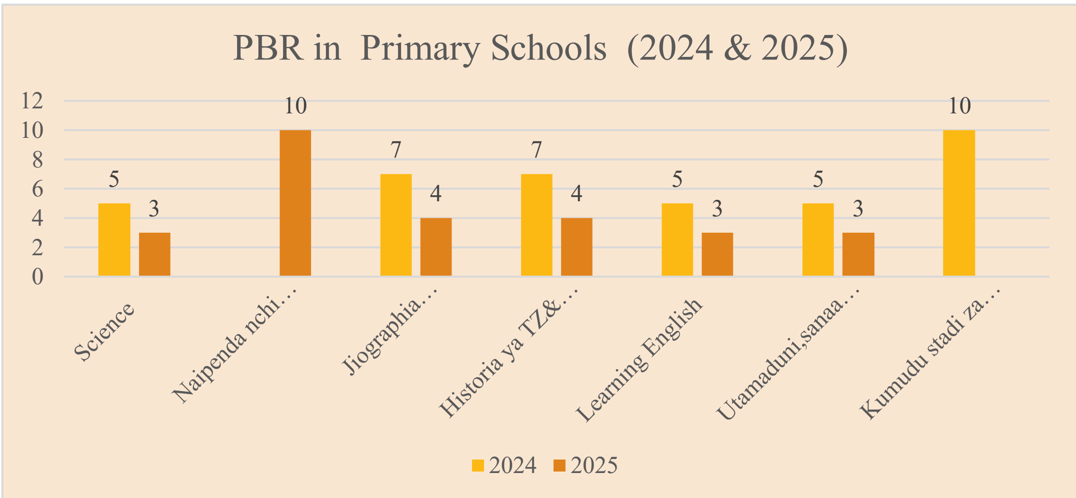
Other protocols established by government and supported by EPforR II are the TLMAPs for distribution of textbooks and other learning materials in adequate quantities to primary and secondary schools primary (DLI 1.4) since 2022 and secondary (DLI 1.7) schools since 2023-24. The DLIs incentivized Tanzania Institute for Education (TIE) to ensure equitable and timely distribution and replenishment cycles so that the Pupil Book Ratio (PBR) target was attained.

The protocols also address replenishment and the intention is to prioritise schools with greatest shortage of textbooks. The supply of textbooks and learning material involves multiple institutions in a long delivery chain. The MoEST is responsible for the overall

[73] According to MoEST, there are currently 669 out of 694 planned volunteer teachers in primary schools. Depending on additional financing, it is anticipated to have 1,500 volunteer teachers for science subjects in secondary schools.

policy and quality assurance; the TIE is responsible for the development of quality content in line with the approved curriculum, for the coordination of procurement for printing based on data generated from school level through the ASC[74]; and for ensuring that printed textbooks and learning materials are distributed to Regional Offices and Local Councils. MoF is responsible for sufficient allocation and timely release of funds for procured printing services; the distribution is the responsibility of PMO-RALG through the LGAs (District and Ward Education Offices). Interviews with school managements revealed, however, that the last-mile distribution is often the responsibility of the schools, i.e. teachers use own means of transport and costs are covered by the schools' Capitation Grants. At school level, textbooks are allocated to subject teachers who then give to students as per availability. At school level, estimates on required quantity of textbooks per subject and level, as well as equipment for vocational skills learning and special needs education is based on data from the Annual School Census and School Information System and provided to TIE by January each year. Textbooks are expected to have an average lifespan of three years, and it is the responsibility of the school to ensure the best possible use of the books. Teachers interviewed noted that the paper quality of the textbooks received for the new curriculum was promising for the expected lifespan of the books.[75]

Figure 3: Pupil-book ratio in primary schools 2024 and 2025



Source: National Basic Education Statistics in Tanzania (BEST), 2025

In spite of improvements demonstrated in pupil-book ratio for primary schools from 2024 to 2025 as shown in the figure above, the latest Annual Report for 2024/2025 states that the performance in terms of reaching set targets for distribution is a major challenge for primary schools with a compliance of only 38.95% against 80.1% for secondary schools. Main reasons for the low performance in primary school textbook

[74] Interview with TIE, 03.02.2026.

[75] Interview Musuguli Primary School, Dodoma MC, 12.02.2026.

distribution are not fully identified by the evaluation, but interviews indicated problems related to the delayed printing due to long procurement procedures and disbursement of funds for printing, which is mostly undertaken abroad, as well as failure by LGAs to distribute within the 5-days window given;[76] which – according to district and school level interviews – results in unpredictability and lack of information on when books are due to arrive.[77]

According to Tanzania Institute of Education (TIE), the lack of a specific DLI on "preliminary development or writing of books" has contributed to the delay, as TIE was forced to secure funds for the purpose from other often unpredictable or delayed sources. The latest IVT report points to a number of weaknesses in relation to the timeliness and compliance with protocols, the quality of data related to all stages of the textbook delivery chain, uncertainty on procurement data, as well as the quality of evidence for both the P-TLMAP and S-TLMAP. The IVT recommends high-level strategic oversight of textbook and learning material procurement and distribution in close coordination with TIE senior management.[78]

The ET found that there is a focus on addressing the problems within MoEST in terms of seeking to establish a better coordination with MoF on timely payment of service providers to ensure that new text books are delivered timely. The shift to allocating budget for textbook printing directly to TIE from MoEST from financial year 2025/2026 is expected to make the procurement process more agile.[79] The ET noted that currently most textbooks and learning materials services are locally procured but the actual printing is done abroad as a result of lack of in-country capacity. The TIE printing facility cannot meet the increasing textbook demand. TIE noted that the government is aware of the difficulties and risks of using local vendors who rely on printing of textbooks by private companies outside the country and it is currently being discussed how to localise the services in partnership with private sector.[80] The ET found that this is an open question, which would require a profound viability assessment, and that improving the efficiency of the procurement process would be a first priority.

The TLMAPs have contributed to improve the textbook-to-student ratio, especially in secondary schools, and in particular in science, whereas the ratio is still very high for arts subjects. The initially intended textbook-to-student target for both primary and secondary schools was 1:1 in all subjects, but due to lack of funding, this was later

[76] Interview with TIE, 03.02.2026; interview with TSC, 13.02.2026.

[77] Interview DEO and SLO, Kibaha and Bahi DC, 12.02.2026.

[78] Tanzania Education Programme for Results II Verification 2024/25, Final Verification Report, Oxford Policy Management, 14.11.2025, pp. iii – vi and pp. 17-19

[79] Interview with DPS MoEST, 24.02.2026; interview with TIE, 03.02.2026.

[80] Interview with TIE, 03.02.2026.

adjusted to 1:3 for primary schools[81] School management called attention to the challenge which the transition to the new curriculum poses, as it requires additional text books in the transition period. Empirical information obtained through interviews in both primary and secondary schools during the evaluation showed cases where textbook ratios has significantly improved for sciences and maths subjects reaching the target of 1:1 and even cases where too many books were received. However, arts subjects remain underserved with a ratio between 1:5–1:10. ET noted examples of alarmingly high book ratios encountered in some subjects.: "*In Form 4, we are 140 students but only have two History books. We share and sometimes write notes from one book for the whole class"*, as explained by a student.[82] In some cases, schools are improvising by downloading arts textbooks from TIE website and printing/photocopying for students.

The TIE noted inconsistence of data presented by schools as a contributing factor to delays in distribution, as data provided by schools do not always correspond with actual needs, which can be either over or underestimated. Almost all interviews revealed challenges related to lack of capacity at school level to process data, estimate and register the need correctly. However, the discrepancy between registered and actual need may also be influenced by e.g. construction of new classrooms and increase of school enrolment. The ET heard various examples from both primary and secondary schools of textbooks being delivered by TIE in smaller – or even larger – quantities than requested[83] The inconsistency between order and delivered can therefore also be attributed to lack of follow-up from TIE to confirm data before sending the books.[84]

Timely and sufficient supply of textbooks and other learning material, including computers and smartboards for ICT classes, laboratory equipment and equipment for students with special needs – is obviously still a major challenge.[85] ET also noted that secondary schools which have started the Competence Based Curriculum (*Amali*) for agriculture-based subjects face similar challenges of textbook supply[86] However, in spite of these challenges interviews at schools and with district authorities revealed a

[81] EDUCATION PROGRAMME FOR RESULTS – (EPforR II) ANNUAL REPORT 2025, Ministry of Education, Science and Technology & PORALG, United Republic of Tanzania, October 2025, pp. 16-18 and 22-24; and interview with TIE, 03.02.3036.

[82] Interview Kwala Secondary School, Coastal Region, 16. 02.2026.

[83] Interview Tabora Girls Secondary School, Tabora MC, 16.02.2026; Interview DEO Uyiu District, Tabora Region, 17.02.2026; interview TURA Secondary School, Kizengi Ward, Tabora Region, 17.02.2026; interview Gengesita Primary School, 17.02.2026.

[84] Interview DEO and SLO, Kibaha and Bahi DC, 12.02.2026.

[85] At the Education Sector Development Committee meeting held on 31.03.2026, a new framework for the national textbook supply chain with corresponding guidelines were approved. This material was not available to the ET, but it can be assumed that this framework will provide a systemic improvement in the textbook supply.

[86] Interview Bihawana Secondary school 11.02.2026

positive tendency of improved supply and reported fall in the textbook-to-student ratio over the last few years.

The national guidelines for **inclusion and equity** (DLI5) are in place, but not yet fully implemented. Measures to enhance girls' school enrolment and retention focus on infrastructure, e.g. toilets and dormitories. All visited schools confirmed to have 'girls' rooms' with supply of sanitary napkins, change of clothes and other necessities. A particular trend has been noted over the last couple of years in terms of boys' primary drop-out and low transition rates, which will call for special attention in the coming years (see section 3.2.4 below).[87] Apart from the focus on girls' and boys' statistical enrolment and provision of infrastructure addressing girls' need for privacy to change clothes, the ET found limited evidence of gender being addressed in structural terms, i.e. differentiated approaches, awareness of how to address girls' and boys' needs, learning conditions, social background and aspirations. However, one positive example encountered was the establishment of a Gender Desk with and for both girls and boys, and assignment of specific counselling roles for male and female teachers at a school visited in Coastal Region.[88] Examples of attention to economic equity (inequality) was encountered at several schools visited, e.g. at Tabora Girls Secondary School, where girls coming from poor households were supported by i)provision of funds for tickets when coming from home, ii) Graduate students leave their clothes, shoes and other garments when completing their studies for other needy students to use them, and iii) Use of capitation grants to support these students.[89]

It is a challenge that data on **special needs education** is limited, as only enrolled children are registered. Pre-screening of primary school pupils has been introduced, but there are two major resource gaps: First, the lack of teachers with specialised skills to identify specific needs for special education. Only few teachers have been trained, and several of the visited primary schools did not have any teachers with such capacity. Several schools as well as PMORALG has a focus on this and promote teachers' skills on special needs education techniques through Teachers Continuous Professional Development (TCPD – also known as MEWAKA[90]) and Teacher Resource Centres (TRC – also referred to as '*clusters*').[91] Also MoEST has a keen focus on the importance of enhancing capacity in the field of special education, and a Special Needs Education Unit has been established for the purpose. Furthermore, there are plans to review the teacher training curriculum to ensure that teaching children with disability becomes an integrated part of in-service training, as well as provide scholarships for

[87] EPforR II Annual Report, October 2025, p. 30.

[88] Visit to Uhuru Primary School, Coasta Region, 16.02.2026.

[89] Interview Tabora Girls Secondary School, Tabora MC, 16.02.2026.

[90] MEWAKA National Teacher Development Reform in Tanzania Design-Based Implementation Research Cycle 1 Findings, EdTech Hub, Aga Khan Foundation, UKAid, UNICEF and World Bank, January 2024.

[91] Interview PMORALG departments 13.02.2026.

specialisation. A particular focus in relation to disability and inclusion is the focus on facilitating teachers with disabilities to undertake their job and TZS 3 billion (USD XXX) were spent so far on this initiative, which also includes providing necessary equipment.[92] Second, there is a severe lack of equipment for identification of and support to students with special needs. In addition, enrolment of students with special needs is challenged by social barriers and low level of community awareness. In terms of infrastructure, the ET visited several newly constructed classrooms, bath/toilet facilities and dormitories, which have been constructed with ramps for wheelchair access.

Parents with children with special needs also face difficulties with transport or lack of boarding facilities for their children. Interviews demonstrated that students with special needs are often dependent on the help from fellow students on a volunteer basis.[93] In a classroom where specialised equipment (e.g. braille, large textbooks, wheelchairs, sunglasses etc.) is not available, teachers have few means but to put the special needs students in front. But the high pupil teacher ratio and generally overcrowded classrooms are a further barrier for teachers and students with special needs. Although the number of specialised schools has increased from three to 50 and some have boarding facilities, the possibility of shifting a student to other schools with special needs teaching is rarely an option, especially in remote locations.[94]

Infrastructure improvements in terms of **construction and rehabilitation of classrooms, laboratories, libraries and dormitories** is not part of the EPforR II Result Areas or expected outcomes.[95] However, when interviewing national level stakeholders, as well as school managements and school committees (parents) this is by far their first priority. It is a response to a major need, as the student per classroom in some cases is above 270, and laboratories are needed for the new vocational streams in secondary schools. Pre-primary education is no longer mandatory, but interviews demonstrated that in order to ensure an even level of knowledge in Grade 1, it is preferable to encourage pre-primary enrolment. Consequently, another priority is the establishment of pre-primary facilities to avoid small children having to walk long distances every day to attend pre-primary classes. In general, there is a major difficulty in responding to the increased population, as the need for infrastructure facilities increases with the population growth and increased enrolment. In many areas, communities contribute to the construction of classrooms, with support from Government and in some cases funding from the private sector. Fencing of school compounds is often lacking and represents a problem in terms of students' security.

92 Interview with DPS MoEST, 24.02.2026.

93 Interview With DEO for Special Needs, Tabora Region, 16.02.2026.

94 Interview DPS PMORALG, 18.02.2026.

95 Classroom construction was initially included in the programme design as part of Result Area 1, but was later taken forward by the World Bank.

TEXTBOX 2: CHIONA PRIMARY SCHOOL CASE

The ***Chiona Primary School in Bahi DC***[96] *is a new school, which was sub-divided from the Misheni Primary School in 2023 to alleviate the congestion of students. However, the official pupil per classroom ratio of 1:45 for higher classes is still not met, as it is as high as 1: 70-80 for Standard 1 and 2. For pre-school classes, there is only one teacher and over 100 children, i.e. a teacher to pupil ratio above 1:100. The school received 16 teachers, including also teachers with experience in special needs education. Although teachers participate in training every Wednesday as part of the TCDP (MEWAKA), there is still a need for training in the new curriculum. The number of books delivered from TIE are in adequate numbers with one book for three students (pupil book ratio of 1:3). There is, however, a challenge related to books for the new curriculum, e.g. for the subject of health and environment (tagfya na mazingira) with only ten books available for 170 pupils.*

School management confirmed that the primary education program is managed under the District Council's administrative systems; i.e. enrolment, capitation grant, provision of books, and allocation of teachers are all tasks administered by the District Council. In spite of this, the operational budget is insufficient to cover the electricity costs, and there is a wish to introduce school feeding for all students to supplement nutrition and incentivize the students to attend school.

Students were satisfied with the new building and desks, which are considered 'nice'. The new school is designed with the aim to provide accessibility for all students irrespective of gender, disability and age, i.e. in all buildings, ramps have been constructed to allow access for people with disability, and gender disaggregated toilet facilities respond to girls' and female teachers' needs. However, the water supply system is not yet connected and there is a need for fencing the school compound to ensure safety and security of the students.

3.2.2 Improving teacher competencies and classroom teaching/Teacher workforce planning and management

Result Area 2[97] deals with **improving teaching, teacher workforce planning and management**. It was only included from 2022/2023 and involves the establishment of a Teachers Forecasting Framework that allows for predicting the right number of teachers with the appropriate skills to meet the demand in terms of skills, specialisation on specific subjects and gender (DLI 2.1).[98] The Teachers Forecasting Framework operates with a time horizon projecting needs until 2030 to achieve a Pupil-Teacher Ratio of 60:1. Another key activity under this Result Area is the development and implementation of Teacher Incentivisation Guidelines (TIG) at national and local government authority level (DLI 2.2). The TIG provides a roadmap for motivating, attracting, and retaining recruited teachers in the profession thus maintaining or improving the Teacher Workforce in Tanzania. It offers insights into integrated planning by addressing the need for competitive benefits and rewards among teachers

[96] Visited 12.02.2026.

[97] EPforR II Programme Operation Manual, April 2025; EPforR II Annual Report, October 2025.

[98] https://www.genesis-analytics.com/projects/developing-the-teacher-forecasting-framework-in-tanzania

in their local contexts, as well as basic principles and indicators for valuing teachers' hard-working spirit and commitment.[99]

This Result Area is funded by FCDO (GBP 500,000) and GPE (USD 4.8 million) but not by Sida.[100] UNICEF provided TA for the development of the Teachers Forecasting Framework under the GPE system capacity grant.[101]The ASC provides important statistical evidence for the forecasting and planning. This Result Area sustains main activities under Result Area 1, especially the roll-out of the TAPs and deployment of teachers in areas with greatest shortage. Field visits to rural and urban primary and secondary schools undertaken by the ET confirmed in all locations visited the severe shortage of teachers; in some cases, with a Pupil-Teacher Ratio as high as 270:1. Whereas rural schools in remote locations face the most problems in terms of teacher shortage, the rural-urban migration also puts pressure on urban schools. Interviews with students provided vivid testimony of the "learning constraints faced in overcrowded classrooms with only one teacher, poor ventilation and literally no space for developing proper handwriting", as expressed by a student[102] The national level gender balance between female and male teachers is almost equal, but when it comes to rural areas, and especially schools in hard-to-reach areas, there are fewer female than male teachers. In addition, there is an overall tendency of more female teachers in pre and lower primary.

Part of the forecasting and planning is also the **in-service training of teachers** to match the requirements of the schools as well as the changes and developments in curriculum. Since 2020, a Teachers' Continuous Development Programme (TCDP) has been introduced as a measure to amplify training through peer transfer of knowledge at schools or district level clusters. The aim is to help teachers solve problems collaboratively, learn new approaches to improve their practice, and generally create a culture of collaboration, reflection, and school improvement to enhance student learning outcomes. The ET found that the Teachers Continuous Professional Development is emerging and mainstreamed, but still limited and - especially for secondary level - implemented on an ad hoc basis at school level. Some of the visited schools have a fixed weekly session with focus on i.a. maths, science, English and the 3Rs (reading, writing, arithmetic); others had sessions in the beginning of a new school year in 2026; and there were examples of teachers attending teachers' learning panels

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[99] EDUCATION PROGRAMME FOR RESULTS – (EPforR II) ANNUAL REPORT 2024, Ministry of Education, Science and Technology & PORALG, United Republic of Tanzania, OCTOBER 2024, p.19.

[100] Programme Operations Manual, EPforR II, Ministry of Education, Science and Technology, United Republic of Tanzania, revised version, 2021 and 2025.

[101] EDUCATION PROGRAMME FOR RESULTS – (EPforR II) ANNUAL REPORT 2024, Ministry of Education, Science and Technology & PORALG, United Republic of Tanzania, OCTOBER 2024, p. 18-19.

[102] Interview Msuguli Primary school, Dodoma MC, 12.02.2026.

at neighbouring schools.[103] Teachers reported benefits from exchange with peers with different Teachers' Training College (TTC) backgrounds and experiences and stated that: *"We have seen change"*.[104] TCDP topics include pedagogical approach as well as content issues related to the new curriculum and may also serve to guide new teachers with specific issues.

Teachers appreciate the visible improvements in teacher competencies and workforce planning across the districts, but also stress that sustainability largely depends on addressing rural teacher retention and formerly streamlining of TCDP in school plans to ensure it is reaching all teachers consistently.[105] The increased need for teacher training in new vocational streams, inclusion and special needs education, the new curriculum and pre-primary pedagogical approaches is vast and cannot alone be covered by the ongoing TCDP, and several interviews highlighted the need for addressing inclusion and vocational skills in pre-service training.[106]

The **Teacher Incentivisation Guidelines** (TIG)[107] are in place since early 2025, but not yet known by all and far from applied due to shortage of funds. The TIG aims at providing a systematic approach to incentivising teachers with the aim of retention. It operates with monetary (e.g. access to loans, annual salary increases and bonus payment) and non-monetary incentives (e.g. housing, conducive working environment, promotion possibilities). One problem was highlighted at all visited schools: the lack of housing, which is one of the major obstacles for deployment of teachers, who often commute over long distances on a daily basis. The ET also came across innovative examples introduced by school managements to incentivise teachers, e.g. awarding the '*Teacher of the Month*' and annual school celebrations with focus on peer appreciation among teachers.[108] The TIG stipulates a multi-institutional involvement (e.g. Teachers' Service Commission (TSC), trade unions and CSOs), but the ET saw little evidence of this. Another relevant institution could be the Agency for Development of Educational Management (ADEM) in order to strengthen school management capacity to implement the initiatives necessary for teachers' incentivisation and retention. The ET found that the TIG is in place with a relevant roadmap, but the roll-out is yet to be consolidated. School based incentives being implemented are initiatives of the schools themselves and may not amount to implementation of the TIG.

A final aspect which came up during interviews was the **School Quality Assurance (SQA)** undertaken by district level officers through regular school visits to assess

[103] Visit to Tambani Secondary School, Mkuranga DC, xx.02.2026.

[104] FDG with teachers at Tambani Secondary School, Mkuranga DC 18.02.2026.

[105] Interview teachers at Kwala Secondary Cchool, Kbaha DC 16.02.2026.

[106]Interview Tabora Girls Secondary Shool, Tabora CS, 16.02.2026; Interview Ali Hassan Mwinyi Primary School, 16.02.2026; interview DPS MoEST, 24.02.2026.

[107] Teacher Incentivisation Guidelines, March 2025.

[108] Interviews MoEST and PMORALG, January 2026.

teachers' performance. According to interviewed teachers, there has been a shift in the role of the SQA from one-way inspection to constructive guidance.[109] This was described in colourful terms, when a teacher stated that '*previously the SQA shouted at us like police, but they now sit down and discuss*'.[110] Feedback is given in front of colleagues, which requires an open and supportive atmosphere to work well. The ET found that the introduced approach appears to work well and recommendations left by the SQA officer is well received by teachers and school management.[111]

3.2.3 Strengthening governance and institutional capacity

Result Area 3[112] deals with **strengthening governance and institutional capacity** and aims at optimising resource allocation through sector budget allocation, monitoring of budget lines, expenditure and performance. The Result Area has mainly been measured through government's capacity to allocate 20% of the national public expenditure budget to the education sector and ensure that budget for key programme activities is maintained or increased (DLI 3.1). This DLI is characterised by having a minimum requirement, i.e. if the share of public expenditure allocated to the education sector is 17.5% or less no funds will be released.[113]

The Swedish budget share for this Result Area is SEK 116 million, corresponding to 15.5% of the overall budget.[114]

The 20% benchmark of national budget allocated to the education sector is not likely to be reached. Data on the share of the total public expenditure from financial year 2021/2022 to 2024/2025 demonstrate that there has been no progress in the percentage share allocated to the education sector in spite of a slight increase in absolute terms. In percentage, the decrease over the time span of the EPforR II is from 19.3% in 2021/2022 to 17.05 % in 2024/2025[115] Furthermore, this budget share is mainly what is required to cover the expenses for salaries and allowances. Interviews with government officials in key ministries for the EPforR II expressed scepticism towards the perspectives of reaching the 20% benchmark, as there is strong competition from other sectors, e.g. health and agriculture, and also debt servicing is a competing expenditure.[116] In addition, there is a tendency of tension between government and development partners, when targets are not met.[117] Acknowledging that the 20% target

[109] Interview Musuguri Primary School, Dodoma MC, 12.02.2026.

[110] Interview Msuguli Primary School, Dodoma MC, 12.02.2026.

[111] Interview Gengesita Primary School, Kizengi Ward, Tabora Region, 17.02.2026.

[112] EPforR II Programme Operation Manual, April 2025; EPforR II Annual Report, October 2025.

[113] Programme Operations Manual, EPforR II, Ministry of Education, Science and Technology, United Republic of Tanzania, revised version, 2025, pp.70-71.

[114] Programme Operations Manual, EPforR II, Ministry of Education, Science and Technology, United Republic of Tanzania, revised version, 2021 and 2025.

[115] EPforR II Annual Report, October 2025, p. 25 and p.37.

[116] Ibid., p.26; interview with DPS MoEST, 24.02.2026.

[117] Interview with PMORALG departments, 13.02.2026; interview with MoF, 24.02.2026.

is accepted by the Government of Tanzania, promoted by e.g. GPE and reflects a need to prioritise education, the ET nevertheless found that the challenge in meeting the target calls for rethinking the DLI. Government is advocating for a broader interpretation of budget allocation to education be introduced in future, i.e. involving also other institutions and line ministries undertaking educational activities, e.g. higher education, line ministries etc. in the 20% calculation.[118] The fact that this DLI – contrary to the other – requires a minimum of 17.5% fulfilment of the 20% target to trigger disbursement could also be reconsidered: Finally, acknowledging that 20% is a substantial share of the overall expenditure budget, a more realistic level. **Capitation Grants** for primary and secondary schools are allocated with the purpose of securing all schools a minimum operating budget for textbooks and learning material (administered by TIE), as well as administration expenses at school level. The Capitation Grants are disbursed by Ministry of Finance (MoF) directly to the school account and are funded exclusively through domestic revenues. This means that the availability of funds may be affected by the fluctuations in MoF cash flow.[119] The amounts are set at respectively TZS 6,000 and TZS 12.500 per student per year for primary and secondary schools. The 2025 Annual Report states that 'the data reflects a sector that has moved from underperformance to over-execution, with notable gains in instructional support and oversight.'[120] Interviews with school managements undertaken during field data collection in February 2026, demonstrated that in spite of some delays in timely disbursements, the capitation grants were well applied. The delays may have various causes, e.g. failure to comply with the stipulated deadlines for application or low cash flow level with disbursing authorities. The funds are used for school administration, printing of examen documents, school meals, infrastructure maintenance etc. The ET also saw examples of innovative application of the grants, e.g. teacher incentivisation through monthly prize for 'Teacher of the Month' or annual socialising among teachers to improve the working environment. The ET found that although the Capitation Grant do not cover all actual needs, the relative predictability and availability of funds is positive, and the mechanism has enhanced the level of local responsibility and budget transparency through the active engagement of School Committees in the oversight of the grant application at school level.

TEXTBOX 3: SCHOOL COMMITTEE AT GENGESITA PRIMARY SCHOOL

*The **School Committee at Gengesita Primary School in Tabora Region**[121] consists of seven members (five men and two women) who are all newly elected since October 2025. The School Committee members are elected at a parents' meeting and the Committee is expected to meet four times a year. The newly elected Committee at Gengesita Primary School has, however, already met at least four times since October, as issues related to school safety (broken windows) needed to be addressed urgently. Meetings are called by the Chairman of the Committee, but can also be held on initiative of the Head*

[118] Interviews MoEST and PMORALG, January 2026.

[119] Interview with MoF, 24.02.2026.

[120] Ibid. pr.27.

[121] Visited 17.02.2026.

Teacher, who serves as the Secretary of the Committee. If an issue requires the School Committee to convene, the Head Teacher can suggest a meeting to the Chairman, who then convenes the meeting.
The school community has contributed to the school facilities by constructing a number of classrooms, which were then finished with support from Government. The School Committee sees its major role as securing school safety and academic improvement with focus on motivation of teachers and reduction of student drop-outs. There is a specific challenge in drop-out of girls, as parents are not motivated to let them continue in school if a marriage would provide an economic advantage in the form of bride price. In these cases, the School Committee engages actively in motivating the parents for continued school attendance. If necessary, the Village Executive Officer is involved to avoid drop-out of school – a step most parents would rather not see. In the last instance, legal action can be taken.
Main challenges for the school are water supply, shortage of teachers and lack of housing for teachers. The Committee is worried about the lack of housing for teachers. Of the total of 9 teachers, only one lives in the village, where the school is located. The remaining teachers commute to the nearby town, meaning transporting themselves 16 kilometres back and forth on a daily basis.

3.2.4 Improvement in learning outcomes (outcome DLIs)

Result Area 4 focus on **achievements in terms of learning outcomes** measured through achievements in the national targets for reading, writing and arithmetic, i.e. the so-called 3Rs, which is a national programme aiming to improve the literacy and numeracy foundation of young pupils.[122] This Result Area depends on the achievements and success of the previous three Result Areas, which are considered foundational for the achievement of enhanced learning outcomes. The performance is since 2022 measured at LGA level through survival rate in primary school (DLI 4.1A) and transition rates from primary to secondary school with focus on gender parity (DLI 4.1B); and through learning outcomes by meeting specific national biennial targets for Standard 2 students (DLI 4.2). The programme concentrates on two of the 3Rs i.e. *reading* and *numeracy*, but *writing* was not a DLI.

The Swedish budget share for Result Area 4 is SEK 167.5 million, which corresponds to 22.3 % of the overall budget.[123]

The targets for **learning outcomes on 3Rs**[124] are (a) reducing the percentage of Standard 2 students achieving a zero score and (b) raising the percentage of Standard 2 students reaching basic benchmarks for oral reading fluency (DLI 4.2A); and (a) reducing the percentage of Standard 2 students achieving a zero score and (b) raising the percentage of Standard 2 students reaching basic benchmarks for addition and subtraction. (DLI 4.2B). Teachers at school level and DEOs at district level observed improvement on 3Rs performance, albeit with difficulties in numeracy (e.g. carrying/borrowing). The ET was informed that teaching and learning has been improved as shown in NECTA's monitoring reports on primary school pupils' and

[122] https://www.unicef.org/tanzania/stories/getting-3-rs-right

[123] Programme Operations Manual, EPforR II, Ministry of Education, Science and Technology, United Republic of Tanzania, revised version, 2021 and 2025.

[124] Whereas DLI 4.1 has been assessed in the IVT reports for all years, DLI 4.2 was only assessed in 2021/2022 and 2023/2024.

secondary school students' performance.[125] Strengthening of school-based assessment committees has contributed to the success. Additionally, NECTA developed a standard tool for assessment to guide schools. One of the main challenges is, however, the fact that many teachers do not possess sufficient capacity in delivering the 3Rs. This has been introduced in pre-service training and employment of teachers with skills for teaching in lower grades has been made a priority.[126] Enabling factors include training of DEOs, SQAs, head teachers, and Std 1–2 teachers cascading through councils to school level. ET was informed that NECTA has responded to the special need of students with various forms of disability by allowing extra time for exams, preparing large prints questions or in braille and allowing invigilator to support those in need.[127]

The **school survival rate in primary schools with gender parity (DLIs 4.1A)** has shown a negative development since 2018 when the primary survival rate was 88.65% against 63.18% in 2025.[128] There are, however, regional differences, and a few regions actually maintain a primary school survival rate above 88%, i.e. Dar-es-Salaam, Iringa, Pwani and Kilimanjaro. Factors like long distances, overcrowded classrooms and unconducive learning environments further contribute to the negative development. Furthermore, more boys than girls drop out of primary school, allegedly because of socio-economic pressure, i.e. prioritising family farm or wage labour. Even though more boys than girls drop out, the girls' primary survival rate has also decreased from 75.4% in 2022 to 70.54% in 2025; for boys, primary survival rate has declined from 63.1% (2022) to 56.1% (2025). Interviews with school managements and School Committees revealed a high level of attention to these problems, and the school committees often intervenes directly with parents to motivate retention or return to school. The ET found that the gender disparity in the primary survival rate calls for a gender differentiated action to ensure adequate response to boys' and girls' respective reasons for dropping out.

The **primary to secondary transition rate with gender parity (DLI 4.1B)** is currently at 77.69 % compared to 74.9% in 2024.[129] The development was positive in the previous period (2016 to 2020), then negative for a few years until a slight improvement was registered in boys 73.8% (2024) and 77.7% (2025). Similar trend was witnessed in girls 75.8% (2024) to 77.7% (2025). It is, however, important to note that there are considerably fewer boys in a position to transition compared to girls.

[125] Pupils' Item Response Analysis (PIRA) for Standard 4 and Students' Item Response Analysis (SIRA) for Form Two. Interview NECTA, 04.02.2024.

[126] Interview DPS PMO-RALG, 18.02.2026.

[127] Interview NECTA 04.02.2026.

[128] EPforR II Annual Report, October 2025, pp. 29-33.

[129] EPforR II Annual Report, October 2025, pp 33-36.

The quality of data provided by LGAs on primary to secondary transition rates was commended in the most recent IVT report.[130] Gender equity in transition rates demonstrates an uneven progress with fluctuations over the years – a fact which MoEST and PMO-RALG highlights as an area which calls for "more gender-responsive interventions".[131] There are also major regional differences in transition rates – which also calls for "differentiated strategies" with focus on underperforming regions.[132] In future, these DLIs will necessarily require a revision, as the transition rate from primary to lower secondary (O-level) will no longer be relevant to measure. With 10 years basic school other transition rates will need to be assessed. It will, however, still be relevant to measure the transition from lower to higher secondary (A-level).

The main challenges that obviously impact negatively on the learning environment and consequently on the learning outcomes were discussed above, i.e. the severe shortage of teachers and textbooks, overcrowded classrooms, nutritional status and long distances to walk, as well as weak IT capacity.

Overall, the ET found that the interventions are likely to sustain 3Rs assessments beyond EPforR II due to their institutionalisation within school-based assessment systems, strengthened staff capacity in data analysis, and more systematised planning, monitoring, and evaluation, with reforms that are cost-effective and well aligned with government systems. However, writing was not included as part of the DLIs under the 3Rs framework, and according to NECTA, sustaining and therefore improving learning outcomes will require addressing this gap by incorporating writing as a DLI, alongside strengthening digital infrastructure and establishing a central data hub to support research and evidence-based decision-making.[133]

3.3 CONCLUSIONS

This section presents the overall assessment of the EPforR II programme based on the evaluation findings. It synthesises evidence across the Result Areas and provides an assessment of programme performance using the OECD DAC criteria of relevance, effectiveness, and sustainability.[134]

3.3.1 Relevance

The EPforR II programme is fully aligned with and relevant to the national education sector policies and strategies, i.e. the ESDP 2021-2025 as well as SDG4.

[130] Tanzania Education Programme for Results II Verification 2024/25, Final Verification Report, Oxford Policy Management, 14.11.2025, p.v.

[131] EPforR II Annual Report, October 2025, pp 33-36.

[132] Ibid.

[133] Interview NECTA, 04.02.2026.

[134] The detailed evaluation questions as presented in Terms of Reference tend to overlap between the three main evaluation criteria, and the following presentation of conclusions is not necessarily a one-to-one response to sub-EQs.

Activities support the national priorities and responds directly to the education sector needs and addresses relevant areas that contribute to the expected outcomes and final impact as stated in the programme theory of change, i.e. increased performance on the 3Rs, equitable geographical and gender access to education, as well as increased retention and transition rates for students.

With an overall programme objective aiming at equitable access to quality education, key interventions have *addressed relevant activity areas* that contribute to improving learning conditions and outcomes in primary and secondary schools. This has included the establishment, strengthening and roll-out of systems for teacher, textbook and learning material allocation. The programme design has built on lessons learned from the first phase of the programme in terms of modality and programme set-up, which had demonstrated to be efficient. A broad range of sector stakeholders are involved, but there is limited attention from government on the sector contribution from CSOs.

The programme has adjusted to upcoming priorities (*contextual changes*) e.g. by including the Result Area on teachers' competences (#2), inclusion of equity-related sub-indicators on inclusion, special needs and gender balance, adapting the DLIs during the programme period to align with the new ESDP adopted in 2025[135], addressing the new secondary school curriculum on e.g. vocational streams, and recently, also the planned inclusion of a DLI on climate change. These adjustments reflect government ownership and are included in the revision of POMs from year to year.

There is a high level of attention on *equity and inclusion* at school level, e.g. the recent statistics on increase of boys dropping out. There is also focus on addressing children with special needs through pre-school screening, provision of special equipment and application of pedagogical methods, albeit resources and teachers' competences are very limited. The various protocols developed for allocation of teachers, textbooks and learning material have a deliberate focus on benefitting the schools with most shortage and in remote areas. Result Area 4 addresses gender parity in relation to survival and transition rates, and there are documented efforts to provide infrastructure facilities for girls at schools. However, the programme's contribution to equity and inclusion is in general difficult to document, as there is limited focus on structural and underlying causes for gender inequality, lack of inclusion, as well as lack of equity in the DLIs.

There is a high level of *alignment to government systems* for data collection, planning, administration and procurement at national, local and school level, as well as alignment to the fiscal year. The programme has supported the development, strengthening and roll-out of these systems, which are contributing to efficiency in key processes and is expected to contribute to achieve the objective. Limited resources and implementation

[135] EDUCATION SECTOR DEVELOPMENT PLAN (2025/26 – 2029/30) TANZANIA MAINLAND, Ministry of Education, Science and Technology, United Republic of Tanzania

capacity at both national and local level is, however, a constant and ever-increasing challenge, which may be difficult to fully address given the increased enrolment.

There is a high degree of *national ownership* to almost all DLIs, which derives directly from national policies and strategies, i.e. DLIs related to Result Areas 1, 2 and 4. However, government's ownership to the DLIs for Result Area 3 Strengthening Governance and Institutional Capacity, is limited if at all existing, as there are severe difficulties in fulfilling the requirement of 100% compliance with the target of allocating 20% of public expenditure to the education sector. Consequently, the DLI of allocating 20% to the education sector also has low expectations on *sustainability.* The remaining Result Areas and respective DLIs align with national policies and therefore have higher probability of sustainability. It is, however, a question how the current reduction in donor funding will affect the implementation and thereby viability of the Result Areas and DLIs.

When it comes to the perspective of people living in poverty, there is no direct connection to DLIs. However, Result Area 1 (Improving school learning Environment) and Result Area 4 (Improvement in Learning Outcomes) address *poverty* indirectly based on the assumption that education is an important lever in poverty alleviation. In addition, the priority given to areas of less coverage addresses inequality in access to education, and the focus on inclusion (i.e. gender and disability) also has a preventive poverty dimension.

3.3.2 Effectiveness

EPforR II has contributed substantially to the overall implementation of the ESDP in critical areas, e.g. allocation of teachers, textbooks and learning material, including establishment of reliable data collection systems for planning, as well as delivery systems. However, achieving programme objectives for a programme supporting a national sector policy and development plan is ambitious. Results obtained in relation to establishment of these systems are well documented and verified, but there is still a way to go in terms of roll-out. There has been a main focus on tangible results (outputs), whereas linking efforts to learning outcomes (e.g. 3Rs) is still not solidly documented.

One major *factor that has influenced the effectiveness* of the programme is timely and sufficient disbursement of funds by MoF. The systems necessary for e.g. teacher allocation, text book and learning material allocation with underlying structures for planning are in place, but depends on timely and sufficient allocation of funds to be fully effective. This is reflected both at national level in terms of the need for coordinating and aligning priorities between MoEST, PMORALG and MoF, timely allocation of funds for e.g. procurement of textbooks, and at local level, where LGAs allocate teachers, and schools distribute textbooks. The temporary scarcity of resources caused by late disbursements from MoF demands prioritisation, which in the end influences negatively on the overall achievements against targets. The population growth and increasing enrolment of students is a challenge in terms of reaching the goal, as the demand for input increases constantly, i.e. the efforts are 'chasing a moving target'.

The sector dialogue is generally considered fruitful and inclusive of all stakeholders, with the Annual Joint Education Sector Review offering a conducive platform for inclusive sector dialogue. However, d*onor alignment has been limited*. Only few donor agencies have fully committed to the EPforR II programme, albeit several donors support the overall objectives and goals of the ESDP. One reason given is the lack of visibility, especially for smaller donors (e.g. KOICA), in such a large-scale programme. Another reason is the wish to focus on different priorities within the overall ESDP and therefore preferring to operate parallel, yet complementary programmes (e.g. World Bank). Other reasons are donor agencies with globally institutionalised programmes (e.g. UNICEF). In the planning of a coming phase of education sector support, the government wishes to engage a broader and diverse range of stakeholders; it is however, doubtful to what extent government will have the bargaining power to engage more donors and actors. Currently, there is limited attention to the contribution of civil society organisations, whose contributions are not immediately integrable in a government programme, but nevertheless contribute to the overall achievement of targets in the education sector. Also, information on private sector contributions is limited, yet relevant for the future funding scenario.

The programme design based on alignment to national policies and systems, including decentralisation, the multiple donor engagement, coordination between multiple ministries and multiple institutions within MoEST, as well as the multi reform areas coverage has, in general, been working well and has few disadvantages, except for being time consuming and to a certain extent expensive. The management structure with several distinct layers with specific tasks and competences appears to be effective and operational in spite of the broad participation. The establishment *of Coordination Units* supported by Coordination Teams in the two main ministries – MoEST and PMO-RALG – has worked well and served to facilitate overall coordination and implementation. All involved institutions have benefitted from the program, in particular NECTA and TIE. If a broader interpretation of the education sector is applied in future, it may implicate that also other line ministries should be engaged in the programme, e.g. Ministries of Health, Water, ICT and Infrastructure.

The TAS has been instrumental in providing day-to-day support, development of systems (e.g. protocols and guidelines) and establishing *capacity for monitoring, oversight and reporting* in both ministries, but there is still a need for full hand-over of key functions. The modus operandi with an IVT has developed over time to be more interactive. This has enhanced government ownership to recommendations and strengthened future commitment. It is, however, an open question how a comprehensive independent verification system and financial monitoring can best be established in future, and options for national anchorage need to be explored.

The programme has *facilitated the implementation of main reform areas*, i.e. teacher allocation, the delivery chain related to textbook and learning materials, teacher working conditions, and focus on learning outcome. The main driving force in these efforts have been the alignment with national priorities and shared ownership to programme priorities. The results-based disbursement is an incentive to perform, also in cases where the disbursed funds are used in other areas/activities than those ‘earning’ the disbursements, e.g. classroom construction. The government has demonstrated a high degree of readiness to implement and assume ownership / take lead in programme implementation.

3.3.3 Sustainability

Financial sustainability is fundamental for securing institutional sustainability of structures and systems strengthened and developed by the EPforR II programme. Continued implementation of the supported ESDP priority areas is therefore only possible if fully integrated in national budgets with sufficient funds.

The EPforR II is an *integrated part of both MoEST and PMO-RALG* which demonstrates a potential for sustainability. The structures established and strengthened, as well as the activities implemented are national structures, which signifies a high degree of *institutional sustainability*, albeit continued roll-out and maintenance is still required. The insecure funding scenario for the coming years will pose a risk to the *financial sustainability*, especially as the government has not been able to reach the target of allocating 20% of the expenditure budget to the education sector since the start of the programme. There are solid systems in place for data collection, planning, administration and procurement, as well as monitoring and evaluation. The DLIs are budget driven, i.e. if there is no budget, there will be no sustainability in terms of implementation. An indicator for future sustainability is the integration of DLIs in the MTEF, but even if DLIs are integrated, funds may not be available for disbursement and securing implementation. Financial sustainability is therefore fundamental for ensuring institutional sustainability in the long run. A particular part of the institutional set-up around EPforR II is the independent verification and annual POM revisions, which is resource demanding and mainly serves to fulfil external demands on transparency. In a future set-up with a different funding scenario this may be adjusted.

DLIs have generally proven to be pertinent and yielding results, e.g. related to improvement of school learning environment, teacher competences and learning outcomes. The main focus for the EPforR II has been on establishing systems and structures, as well as allocating resources in terms of teachers, textbooks and learning material, and in addition for MoEST on infrastructure (e.g. classrooms, dormitories, sanitary facilities etc.) through un-earmarked disbursements and World Bank support. But there has been *less focus on ensuring the impact of these efforts* on learning outcome and addressing the imminent need for upgrading teachers’ capacity and professional skills to the new curriculum. For the systems to prove their true sustainability, there is a need to address also the next link in the chain, i.e. the improvement of teaching and learning.

The *operational effectiveness* has been strengthened through the established administrative and implementation systems, but sustainability hinges on budget integration. The inter-ministerial coordination is well-established and requires *continued coordination and harmonisation* to ensure joint priority setting in budget allocation, e.g. between implementing institutions at national and local level and the MoF. Maintaining momentum in teacher allocation is a particular concern, and the transfer of this responsibility from PMORALG to the President's Office for Public Service Management and Good Governance will require careful attention and coordination to ensure that momentum is maintained.

3.4 LESSONS LEARNED

The implementation of a results-based programme is characterised by an ongoing assessment and reflection on achievement and performance, and the mechanism for annual adjustment allows for a continuous consolidation and adjustment rooted in learning. For EPforR II, being a second phase, this is a well consolidated practice, and the lessons learned identified at this stage of the implementation are therefore few, but critical.

Results-based financing is a strong incentive for performance and accountability. The built-in flexibility which the un-earmarked application of performance-based disbursements allow for is a further incentive to perform, as it allows the government to fund additional priorities not covered directly by the programme (in the case of EPforR II for example the construction of classrooms). There is, however, a main focus on measurement of inputs and a limited focus on capturing outcomes (learning, equity, gender).

Local ownership is critical. The policy framework provided by the national sector plan, as well as the joint processes for annual performance assessment involving a broad range of stakeholders, enhanced local ownership and thereby commitment. However, institutional sustainability in relation to ownership depends on sufficient and timely funding, while embedding reforms at all levels, including district and school levels, is also crucial.

Context keeps shifting. Measuring results against needs identified and targets set in the beginning of a programme period is challenged by changing needs due to contextual changes. These include national level changes, e.g. demographic pressure, policy and curriculum reforms demanding additional and/or different resources and capacities, climate change effects, and changes caused by the global geopolitical shift in bilateral aid to education.

Equity and inclusion require targeted priority. In a context where resources in terms of teachers, pedagogical capacity and equipment are scarce, attending to children with special needs requires a targeted effort. Securing gender equity requires efforts beyond numerical statistics addressing systemic and gender specific causes of inequality.

3.5 RECOMMENDATIONS

This chapter presents recommendations based on the analysis of findings and conclusions drawn. The majority of the recommendations focuses on input to government stakeholders and development partners for the design of future interventions in the education sector, as EPforR II is in its final year of implementation. A number of short-term recommendations for the current implementation of EPforR II are, however, also included.

Recommendations for EPforR II

1. The transfer of responsibility for teacher allocation from PMORALG to the President's Office for Public Service Management and Good Governance should be carefully coordinated to avoid loss of momentum and ensure proper roll-out at district level.
2. Introduce forward-looking indicators to anticipate systemic shocks, such as the 2028 double cohort enrolment challenge.
3. Undertake a viability assessment of the textbook delivery chain to identify best and cost-efficient solutions to content development, printing and distribution based on current experience.[136]
4. Institutionalise Technical Assistance functions within ministries to sustain effectiveness after donor withdrawal.

Recommendations on Result Areas

5. For Result Area 1 - Improving school learning environment:

   a) Strengthen school-level data accuracy on textbook needs and ensure equitable distribution of text books across subjects, including arts.
   b) Consolidate reforms (i.e. direct budget allocation from MoF to Tanzania Institute for Education) and explore local printing capacity.
   c) Ensure equitable distribution of facilities across regions when expanding classroom construction to match enrolment growth, address accessibility and integrate climate-resilient infrastructure (new DLI under discussion).

6. For Result Area 2 - Improving Teacher Competencies and Classroom Teaching/Teacher Workforce Planning and Management:

   a) Consolidate Teacher Incentivisation Guidelines roll-out and rural teacher retention, including budget for incentives and housing.

136 A framework and guidelines for National Textbook Supply Chain was adopted by the ESDC on 31.03.2026.

b) Strengthen school-level capacity and embed Teachers Continuous Professional Development systematically in school plans, including expansion to vocational skills, inclusion and special needs, and pre-primary pedagogy.

7. For Result Area 4 - Improvement in learning outcomes (Outcome DLIs):
   a) Include a DLI on Writing in 3Rs assessments.
   b) Strengthen delivery of 3Rs numeracy as it displays decreased performance between 2023 and 2025.

Recommendations for future programme design

8. Consider broadening the inter-ministerial coordination to include other ministries engaged in educational activities, e.g. Ministries of Health, ICT, Works and Community Development, by inclusion of PSs in SMT and general management structure
9. Expand DLIs to cover climate resilience beyond infrastructure, including curriculum content on environmental education.
10. Streamline DLIs to avoid duplication and ensure they capture learning outcomes and not only inputs.
11. Ensure that special needs education plans are backed by pre- and in-service teacher training and recruitment.
12. Develop gender-sensitive and region-specific DLIs that address structural root causes for inequalities and design gender and region-specific responses, e.g. in relation to gender biased dropout rates and female teacher deployment.

Recommendations on stakeholder engagement and equity

13. Deepen participatory processes at district and community levels to ensure interventions reflect local realities and build ownership and ensure that reforms are locally embedded and sustainable.
14. Strengthen the role of CSOs in programme design and monitoring, especially on inclusion and equity.
15. Make sure that proper feedback mechanisms to stakeholders at local level are planned and budgeted for as part of the Annual Joint Education Sector Reviews.

Recommendations on institutional capacity and effectiveness

16. Pair infrastructure investments (classrooms, textbooks) with quality measures such as teacher training and improved pedagogy.
17. Define specific capacity targets, e.g., number of teachers trained annually or district-level management competencies.

Recommendations on financial sustainability

18. Ensure that priority areas reflected in key DLIs are fully integrated into official budgets (Medium-Term Expenditure Framework) and backed by actual disbursements.
19. Secure predictable financing for teacher recruitment and allocation through government budget frameworks.

20. Diversify funding sources by engaging private sector, philanthropic foundations, and alternative donors to reduce reliance on bilateral aid.

4 PERZ - Evaluation

The chapter presents the evaluation of PERZ based on the data collection from extensive documents review and interviews with key informants involved in the programme management and implementation, beneficiaries at school and community level, development partners and technical experts supporting the programme. The chapter discusses the key features of the programme design, management, funding and the theory of change; and the evaluation findings, conclusions, lessons and recommendations. The findings are structured according to the programme Result Areas: improvement of learning environment in schools and strengthening of institutional capacity. Conclusions are organised around the evaluation criteria: relevance, effectiveness and sustainability while lessons are based on a synthesis of the findings. Recommendations are drawn from the conclusions and lessons.

4.1 KEY PROGRAMME FEATURES

4.1.1 Programme design

The Programme for Education Results Zanzibar (PERZ) design was informed by Sida's long experience of working in Zanzibar education sector as a bilateral partner and grant agent for Global Partnership for Education (GPE). Zanzibar had limited experience of result-based programmes and needed capacity support to adapt and implement a result-oriented programme. Sida's experience from the results-based programme in mainland Tanzania informed the design of PERZ. Key lessons from mainland Tanzania that informed PERZ included the need to maintain high level government ownership by aligning the programme with the national education policy and administrative systems; ensuring new systems and processes introduced by the programme are embedded in the structures of government for sustainability; and ensuring Result Areas reflect priorities that will continue to be supported by government to deliver results.[137]

PERZ is a five-year programme covering the period July 2021 to June 2026. The programme coincides with the Government of Zanzibar fiscal year and aligns with government administrative, planning and financial systems - the MTEF, annual budgeting cycle and processes, Education Management Information Systems (EMIS) and the Annual School Census.

[137] Embassy of Sweden, Bilateral education support to Zanzibar, appraisal report.

The programme was designed by the Government of Zanzibar, in consultation with Sida following the ending of the bilateral sector support programme in Zanzibar which focused on construction of classrooms, printing of textbooks and capacity building of the Ministry of Education and Vocational Training (MoEVT) staff.[138] District, school and community level stakeholders were not involved in the programme design process. However, the needs analysis undertaken was based on data collected from schools which reflected beneficiary needs.[139]

The overall objective is to ensure *improved access and quality of pre-primary and primary education* with emphasis on strengthened education delivery systems. The programme aimed at achieving six specific objectives:[140] The programme seeks to achieve or contribute to two Result Areas: improvement of learning environment in schools; and institutional strengthening and capacity building of implementing ministries, departments and agencies (MDAs) for effective and efficient education management. Disbursement Linked Indicators (DLIs) are defined for each Result Area, which serve as a trigger for performance-based disbursement of funds. Funds disbursed serve as incentives for the government to improve performance in areas that contribute to improvement of learning outcomes. Each Result Area has a number of DLIs. Although funds are disbursed against the performance of each DLI, the utilisation of the disbursed funds is untied and government has the flexibility to use the funds to address priority needs across the sector. This is one of the key aspects of result-based financing that incentivises government to implement the programme.[141]

The DLIs were revised from 2021-2024 to align *with new funding mechanisms from GPE and respond to emerging needs.*[142] *The first revision took place in* July 2023[143], following the entry of the Global Partnership for Education (GPE) through its System Transformation Grant, which called for integration and alignment between Sida-funded and GPE-funded components – implementation process for Sida support starting FY2023/24 was done jointly with the GPE processes. Following this merger, the POM underwent revision. PERZ DLIs supported by Sida and those supported by GPE were presented in a single framework with annual pricing.[144] The GPE supported DLIs are DLI 1.4D on disbursement of School Operating Budget (SOB) to schools; DLI 1.5B on classroom construction; DLI 2.1 on allocation of 20% of the government budget to

[138] Sweden bilateral support to the education sector, proposed programme, 2021/22 – 2026/27.

[139] Interviews with MoEVT, district and school level key informants.

[140] Programme Operations Manual (POM), Programme for Education Results Zanzibar (PERZ) FYs 2021/22-2026/27, Revolutionary Government of Zanzibar, Ministry of Education and Vocational Training, November 2024, p.19.

[141] Interviews with national level government officials (MoEVT and its agencies and MoF).

[142] PERZ Programme Operational Manual, November 2024, p.12.; minutes of the Strategic Management Team and interviews with MoEVT key informants.

[143] Interviews MoEVT, IVT and review of IVT reports.

[144] See *Annex 6: Disbursement Linked Indicators.*

education sector and DLI 2.1B on improvement of budget execution. The total funding from GPE to PERZ was US$ 8.2 million. Implementation of PERZ remained largely unchanged given that Sida was the grant agent for GPE. A Coordination Unit, supported by GPE Fixed Grant, was formulated to strengthen planning, implementation and monitoring of actions to achieve the DLIs.[145] *The second revision* in February 2024 included further refinements of DLIs and management structures based on the 2023 implementation experience. *The third revision* in November 2024 provided updates and *adjusted DLIs*, as well as updated monitoring roles for the MoEVT, Sida, and GPE.

A mechanism for independent verification of results was integrated into the design of the programme to confirm the achievement of agreed targets for each DLI in order to trigger funds disbursement. This mechanism added value by strengthening accountability for results. The verification is undertaken by an independent verification team (IVT) of experts on an annual basis guided by the methodology and processes outlined in the Programme Operations Manual. This serves to verify the MoEVT reports and informs the decision made by the Strategic Management Team (SMT) on the performance of each DLI. The IVT successfully completed annual verification from the fiscal years 2021/2022 to 2024/2025. In addition to verification of results, the IVT also identified and recommended to the SMT on programme areas that need improvement including adjustments to DLIs.[146]

Another key feature of the programme design was the Technical Assistance Support Team (TAS) which was embedded into the programme to enable the government to deliver on the results. This team brought in valuable expertise and knowledge in the specific DLIs for teacher, text books and classroom allocation as well as inclusive education and standard operating budget. The team supported MoEVT to develop the allocation protocols and relevant guidelines for operationalising these DLIs; and analysed the data and developed technical documents to inform the allocation of teachers, classrooms and text books. The team also supported the adaptation of the allocation protocols to the changing context and policies. The team worked with MoEVT counterparts, building their capacity (knowledge and skills). This support enabled the MoEVT to achieve the DLI targets. However, although TAS has facilitated achievement of DLIs, the capacity of the MoEVT is not yet adequate to enable the MoEVT to implement the programme with no technical support especially in the areas of data management and analysis, inclusive education and budget tracking.[147]

[145] PERZ annual report of 2022/2023 and Independent Verification Report of 2022/2023; and Minutes of Strategic Management Team meeting of 10th July 2023.

[146] Programme Operations Manual, 2023/2024; and IVT reports 2023/2024 and 2024/3035; interviews with IVT, TAS team and MoEVT.

[147] Interviews with TAS Team, IVT and MoEVT.

4.1.2 Programme management

The management structure for PERZ is integrated within government institutions and led by the highest policy level of the MoEVT. At operational level, the management of the programme is led by a **Programme Coordinating Unit** (PCU) which runs the day-to-day coordination (planning, financial management, procurement, monitoring, reporting and communication activities) of the programme. The PCU liaises with the implementing departments and agencies as well as other ministries (Ministry of Finance and Public Service Commission) to ensure coordinated planning and implementation of the programme. The PCU supports meetings of the **Programme Management Team** (PMT) where technical managers of PERZ implementing entities plan, review progress, seek solutions to any bottlenecks and identify issues to be addressed by the **Strategic Management Team** (SMT).[148]

The capacity of the PCU had been relatively thin over the years. The unit had only one staff supported by MoEVT departments of finance and procurement. From 2025, the coordinating unit's capacity was improved though appointment of monitoring and evaluation and procurement officers, a secretary and driver. However, the unit still lacks a vehicle to facilitate field monitoring and other activities. The review of annual reports shows that the coordinating unit received reports from implementing departments in a timely manner and these are used to assess the achievement of the DLI. The verification of these reports by the independent verification team found the reports accurate and confirmed the reported results.[149]

The SMT met regularly (at least twice a year) to review and assess progress and performance in PERZ implementation, achievement of DLIs; and approved programme reports, verification reports, release of funds, workplans and amendment of the POM including changes to DLIs.[150] The SMT also offered strategic guidance aligning the programme with overall education sector policy and strategic direction. Minutes of the SMT show few members in attendance in 2021 but the membership and/or attendance increased over time. Implementing departments and ministries are members of the SMT which is chaired by the PS MoEVT.[151]

The **Annual Education Sector Performance Report** whose production started in the fiscal year 2022/2023 offers a platform for stakeholders to review achievements, challenges and identify solutions and priority actions to improve the education sector performance. Interviews held with key informants show that a wide range of stakeholders participate in the review of the education sector based on the AESPR

[148] Interviews with MoEVT and its agencies including the PCU.

[149] Interviews MoEVT and its agencies including the PCU.

[150] MoEVT staff and SMT members, TAS and IVT and review of annual programme reports and IVT reports.

[151] Interviews MoEVT officials, review of minutes of the SMT meetings.

including district education officials and all departments and agencies. However, this reporting process has not been aligned to the MTEF process in order to ensure recommendations feed into sector planning and budgeting.

4.1.3 Programme budget[152]

The total Swedish budget contribution to the programme is SEK 50 million (equivalent to approximately TZS 13.9 billion). Of this amount, 65% (SEK 32.55 million) was allocated to Result Area 1; 15% (SEK 7.45 million) to Result Area 2; and 20% (SEK 10 million) for capacity building for effective delivery of the programme.

The Global Partnership for Education (GPE) joined the programme in 2023. The GPE budget for PERZ is USD 4.5 million (GPE II) and USD 7.5 million (GPEIII). Of this amount, 44% was allocated to Result Area 1 and 56% to Result Area 2.[153] Funds disbursement in the previous years have followed the approval of annual DLI performance after Independent Verification Team (IVT) reports and Strategic Management Team (SMT) meetings. The disbursement of Swedish funds in the first three years (2021/22 to 2023/24) is SEK 20,190,198, corresponding to only 87% of the budget.[154] Funds for 2024/2025 and 2025/2026 will not be disbursed due to the exit of Sida from supporting the programme and there is a concern from government that recent developments will affect implementation in the last year of the programme.[155]

4.1.4 PERZ Theory of change

The PERZ theory of change aligns closely with Zanzibar's education sector plan[156] and is therefore grounded in national priorities. The theory of change was reviewed annually and revised to incorporate changes in the programme design. The original theory of change had three Result Areas: improvement of learning environment, institutional strengthening and capacity building; and implementation of the new curriculum and learning assessment.[157] In subsequent revisions, the third Result Area on implementation of the new curriculum and learning assessment was dropped.[158] The results were expected to be achieved provided key programme risks were well mitigated: lack of political will in financing and implementing the programme; inadequate implementation of technical solutions due to political considerations; insufficient capacities of implementers in results based management; inadequate resources for implementation of the DLIs; and ambitious funds release targets that may

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152 Sweden Bilateral Support to the Education Sector, Proposed Programme 2021/22 – 2026/27; PERZ Operations Manual, 2024.

153 Programme Operations Manual, 2023/2024.

154 See *Annex 7: Budget and disbursement per DLI.*

155 Interviews MoEVT officials.

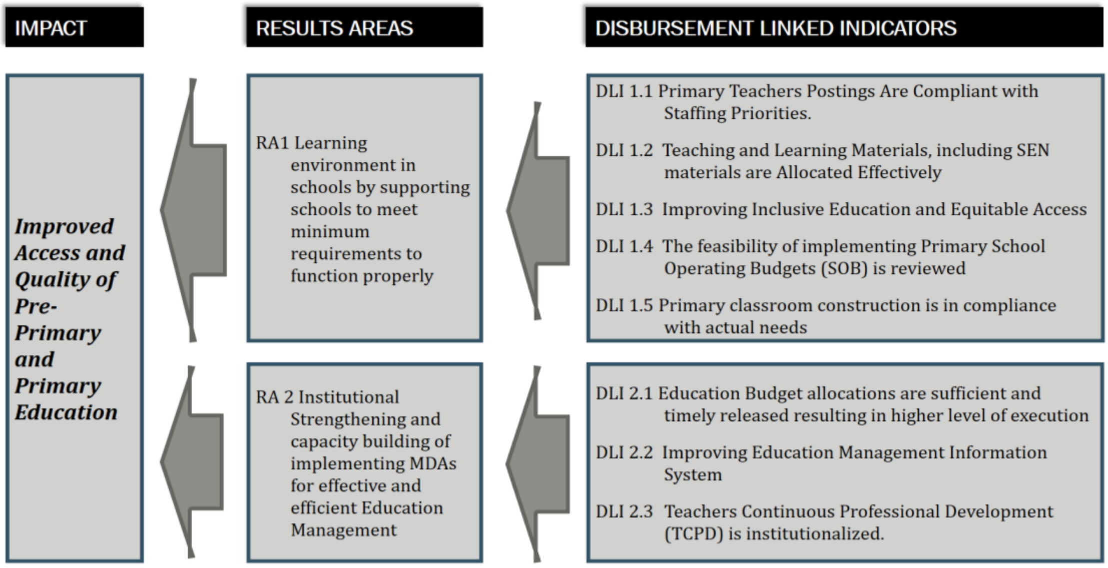
156 Zanzibar Education Sector Transformation Plan II, 2017/18-2021/22.

157 PERZ Programme Operation Manuals, 2021. 2023, 2024.

158 Evaluation team's description of the PERZ Theory of Change.

not be achieved and delay in implementation of activities.[159] The ET found that the theory of change provides a solid framework for tracking input-output level results but lacks outcome indicators. However, the evaluation assessed the extent to which the outputs achieved have been utilised to improve the learning environment at school level and institutional capacity.

Figure 4: PERZ Theory of Change



Source: Programme Operations Manual, November 2024[160]

4.2 FINDINGS

4.2.1 Improving learning environment in schools by supporting schools to meet minimum requirements to function

Result Area 1 aims at improving the learning environment in schools through initiatives prioritised to ensure key resources are allocated to schools equitably. Systems were established to improve posting new primary teachers to address the chronic teacher shortages and the imbalance in staffing levels across schools (DLI 1.1). DLI 1.2 on effective allocation of teaching and learning materials guided by a Teaching and Learning Allocation Protocol (TLMAP), aimed at reducing the pupil/textbook ratio which was over 1:6 in most schools. Learners with special education needs faced challenges of inadequate number of trained teachers and learning materials as well as assistive devises. DLI 1.3 on improving inclusive education and equitable access aimed

[159] Programme Operations Manual (POM), Programme for Education Results Zanzibar (PERZ) FYs 2021/22-2026/27, Revolutionary Government of Zanzibar, Ministry of Education and Vocational Training, November 2024, p.19.

[160] Programme Operations Manual (POM), Programme for Education Results Zanzibar (PERZ) FYs 2021/22-2026/27, Revolutionary Government of Zanzibar, Ministry of Education and Vocational Training, November 2024, p.19.

at laying the foundation for improving the learning environment for children with special education needs. DLI 1.4 focused on assessing the feasibility of implementing Primary SOB to improve school operations and maintenance and reduce the burden of payment of levies by parents. School environment was also to be improved through constructing additional classrooms (DLI 1.5) to reduce the number of students per class and reduce double shifts.

Sida's contribution to the overall budget for Result Area 1 is SEK 32,550,000 corresponding to 65% of the programme budget.[161]

The Primary Teacher Allocation Protocol (P-TAP) was established in 2021/2022 fiscal year. The Public Service Commission (PSC) leads the recruitment and posting of new teachers in line with its mandate but responsibilities are shared with the MoEVT, Departments of Administration and Personnel Management (DAP) and Education Management Information Systems (EMIS). EMIS produces the data needed to determine schools with the lowest teacher staffing levels while DAP plays a supportive role in advertising teacher vacancies. The PSC, in collaboration with DAP, interviews, selects and posts teachers to the schools according to the Teacher Allocation Protocol. The cooperation among these departments has worked well resulting in a high level of compliance with P-TAP.[162] Prior to the establishment of this protocol, the PSC allocated teachers based on school-aged population leading to one third of teachers being allocated to Pemba and two thirds to Unguja regions which created inequalities in teacher staffing levels.[163]

Programme data shows that in 2022/2023, 46% of the new trained teachers were posted according to the P-TAP and this percentage increased to 97.7% in 2023/2024 and 100% in 2024/2025 as the MoEVT gained skills and experience, and strengthened data, teacher recruitment and posting systems.[164] The P-TAP has contributed to equity by posting new primary teachers to schools according to need using evidence from the Annual School Census data. P-TAP prioritised reducing the highest level of understaffing first by applying rationing criteria to incrementally improve equity and in the long-run meet standard class sizes, reduce or eliminate double shifts and meet the standard student-teacher contact hours. In 2022, the P-TAP adopted a maximum class size of 60 students to establish staffing needs and this was reduced to 54 students in 2025[165] based on progress made in addressing teacher shortages.[166] The progress

[161] Programme Operations Manual, Programme for Education Results Zanzibar (PERZ), 2023.

[162] Interviews with MoEVT staff and review of POM, annual PERZ reports and IVT reports.

[163] Presentation to Permanent Secretary Key Issues 2022.

[164] Annual PERZ reports and Independent Verification Reports.

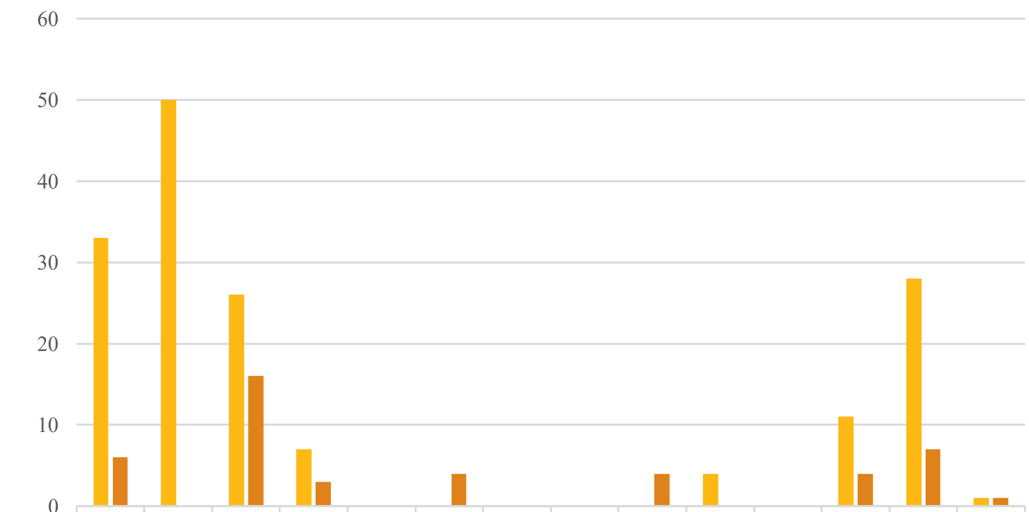
[165] The 2025 threshold was still higher than the classroom construction policy of a maximum of 45 students per classroom.

[166] Zanzibar Primary Teacher Allocation Protocol (Z P TAP) Guide 2025.

made in reducing understaffing is being sustained by the government not allowing the transfer teachers from the underserved schools at least in the short-term.[167]

Figure 5 below shows significant improvement in reducing severe cases of understaffing, due to improved targeting of the newly employed teachers, government commitment to allocate financial resources and the commitment by the MoEVT towards increasing teacher numbers.[168] With the reduction in understaffing there has also been an increase in the number schools moving to a single-shift stream (from 54.6% in 2022 to 73.8% in 2025).[169]

Figure 5: Percentage of schools with under 50% staffing compliance in 2022 and 2025



	Mkoani	Micheweni	Wete	Chakechake	Kasikazini A	Kasikazini B	Kati	Kusini	Magharibi A	Magharibi B	Mjini	National	Pemba	Unguja
2022	33	50	26	7	0	0	0	0	0	4	0	11	28	1
2025	6	0	16	3	0	4	0	0	4	0	0	4	7	1

Data source: Zanzibar Primary Teacher Allocation Protocol (Z P TAP) Guide 2025

However, the inequitable distribution of teachers has not been entirely solved. The posting of new teachers has made at least 88% of schools compliant with the prioritised minimum level of staffing.[170] The need for more teachers also keeps increasing due to increasing students' enrolment, construction of new classrooms and teacher attrition.[171] Projections of shortage of teachers up to 2030, based on the standard of 45 students per

[167] MoEVT officials and headteachers and teachers.

[168] Zanzibar Primary Teacher Allocation Protocol (Z P TAP) Guide 2025 and interviews with MOEVT officials, district education officials, headteachers and school committees and parents.

[169] Zanzibar Primary Education Teacher Allocation Protocol (Z P TAP), Progress made 2022 to 2025.

[170] Independent Verification Reports.

[171] Interviews with MoEVT officials at national and district levels and headteachers and school management committees.

teachers, shows that Pemba will have a 64% shortage of teachers and Unguja 36%.[172] Retention of teachers, especially those posted in rural areas and where there is a lack of teachers' houses are common challenges mentioned by key informants.[173]

The Teaching and Learning Materials Allocation Protocol (TLMAP) was established to address a critical need in the Zanzibar primary education system. Schools did not have sufficient number of textbooks, with an average over six learners sharing one textbook, making teaching and learning ineffective.[174] The printing and distribution of textbooks and learning materials is led by the Zanzibar Institute of Education as per its mandate. The institute prints and distributes textbooks and learning materials (TLM) based on need identified through the analysis of ASC data. It delivers the material directly to schools or by schools collecting materials from the district education offices. Headteachers receive the textbooks and learning materials and ensure these are stored, issued out for use and well managed to minimise loss and damage. The success of TLMAP partly depends on the MoF allocating an adequate budget for development, printing and distribution of teaching and learning materials. Budgetary allocation for printing and distribution has so far been adequate with the textbooks to learner ratio increasing to 1:1 or 1:2 and contributing to improvement to the learning environment.[175]

Remaining issues include a gap in the budgetary allocation for content development as well as development of materials for all forms of disabilities.[176] Materials for students with special education needs are also not adequate - the focus is on material for students with sight impairment while other forms of special needs are not covered: key informants also highlighted that inadequate funding for content development and limited materials for learners with special needs continue to constrain effective implementation of this DLI.[177] Key informants at district and school level also raised the issues of lack of textbook management guidelines which leaves schools to adopt inconsistent practices to manage the risks of loss and damage of materials.[178]

A 5-year materials replenishment plan has been developed to sustain the supply of textbooks to schools going forward. This plan estimates the funding needed to replenish textbooks over a three-year cycle while implementing a new primary curriculum. The plan serves as a tool for MoEVT to use to negotiate with MoF on budgetary allocation

[172] Zanzibar Primary Teacher Requirements 2024 – 2030.

[173] MoEVT officials and headteachers and teachers.

[174] Interviews with key informants at national, district and school levels.

[175] Interviews at district and school level including FGDs with teachers and students.

[176] Interviews with MoEVT staff, district education officials and headteachers; and review of POM, annual PERZ reports and IVT reports.

[177] Headteachers, teachers and student interviews.

[178] Interviews MoEVT, Zanzibar Institute of Education.

to ensure predictability in the production and distribution of learning materials production.[179]

The improvement of inclusive education and equitable access is at a foundational stage. Implementation of inclusive education is led by the Inclusive Education Unit at MoEVT in collaboration with the with ministries in charge of gender and health - given the multidisciplinary nature of this inclusive education. An inclusive education policy was integrated into the national education policy; a medium-term action plan on inclusive education and life skills was developed to guide implementation of the policy, followed by the development of annual performance indicators and targets. Implementation of the action plan has started with pre-enrolment assessment of children entering pre-primary and primary schools to identify those with special education needs. The government has also established two special needs education schools to improve access to education for children with disabilities. However, children with special education needs face enormous challenges in accessing education:: appropriate learning materials for specific special education needs, such as assistive devises, are lacking in schools; teachers with specialised skills to handle children with special education needs are inadequate despite the MoEVT recruiting between 100 and 120 new SEN teachers; physical infrastructure and school environments are not disability friendly while parents are reluctant to enrol children with special education needs in schools due to stigma.[180]

Measures to promote equitable access to primary education focus on infrastructure, such as provision of toilets for both girls and boys. There are also more female teachers compared to male teachers at primary level but more male teachers tend to be deployed to remote areas. There was, however, no evidence to suggest that having more female teachers translates to improved enrolment, retention and/or performance of girls. The number of boys dropping out of school is also increasing due to easy access to work in the quarrying, transport and fishing sectors, despite the law on child labour being in place. The standard operating budget discussed below has also promoted equitable access to education, especially for children from poor household, as parents are no longer required to pay school levies.[181]

The School Operating Budget (SOB) for pre-primary and primary schools has been established to improve the learning environment. Implementation of the SOB is led by the Department of Policy, Planning and Research (DPPR) in collaboration with MoF and the Chief Accountant Office in the MoEVT. The DPPR determines the budgetary

[179] IVT report of 2023 and interviews with MoEVT officials.

[180] Interviews with MoEVT officials, district education officers, headteachers and teachers, and school management committees, parents and community leaders.

[181] Interviews with MoEVT officials, school headteachers and teachers, students, school committees and parents and community leaders.

allocation for each school while the MoF ensures the SOB is allocated within the MTEF. The Chief Accountant Office has the role of disbursing funds to school accounts and approving expenditure according to set guidelines. Interviews with MoEVT officials show that funds are disbursed monthly in a timely manner except for occasional delays, and expenditure is according to guidelines. The cooperation among the three key players – DPPR, MoF, Chief Accountants Officer has to a large extent worked as planned. Headteachers play a key role in planning for and utilising the SOB according to guidelines. A review of the feasibility of the SOB was undertaken; and the guidelines and operational documents for SOB were also developed and endorsed by MoEVT. A decision was made by the government to adopt and implement the SOB programme in the fiscal year 2023/2024. The government started including a budget for SOB grants in 2023/24. Disbursement is done in two ways: funds disbursed per student based on the number of students in a school; and funds disbursed per school as a lumpsum regardless of the number of students in a school recognising fixed operational costs exist irrespective of number of students in a school.[182]

The funds have been beneficial in maintaining essential services in schools such as academic needs, printing examinations, classroom repairs and payment for utility services (electricity and water); and reduced reliance on parents' contributions and enhanced school autonomy.[183] In order to utilise the funds, headteachers draw plans and budgets in consultation with other teachers and the school management committee; and request for expenditure is submitted to the MoEVT (Chief Accountant Office) for approval. However, schools face challenges in adhering to expenditure requirements, resulting some of the funds not being spent, partly due to limited understanding of the guidelines and fear of mismanagement of the funds. A diagnostic study commissioned by MoEVT in 2025 to assess the guidelines and procedures for funds utilisation and recommend corrective action is on-going.[184]

Classroom construction responds to one of the major needs for pre-primary and primary schools. The Department of Policy, Planning and Research (DPPR) leads the allocation of classrooms construction using ASC data while actual classroom construction is led by headteachers with participation of the local communities. The purpose of this DLI is to reduce the number of schools with double shifts and to ensure class sizes meet the standard. A review of existing primary classrooms in 2023/24 and projections of student growth found that only 13 schools will have the required number classrooms by 2030 - 47.6% of the schools are predicted to have less than 50% of the required number of classrooms and the total shortage of classrooms was estimated to

[182] Review of programme annual reports, IVT reports and interviews with MoEVT officials and headteachers.

[183] Interviews with key informants at national, district and school levels, PERZ annual reports and Independent Verification Reports.

[184] MoEVT officials, district education officials and head teachers; and IVT report (2024/25).

be 5,110.[185] A Medium Term Classroom Requirement Plan was developed in 2023/24 (based on Annual School Census data) to guide budget allocation and the allocation of classrooms to schools according to need.[186] Between 2023 and 2025, an additional 703 new primary classrooms were constructed and 641 of these (91%) were allocated according to the district prioritisation plan, surpassing the target by 241 additional classrooms.[187]

However, the increase in the number of classrooms does not always go in tandem with the posting of additional teachers. In some schools, there are not enough teachers to support utilisation of the new classrooms. The classrooms are also an incentive for the community to enrol more children leading to further shortage of teachers and continuation of double shifts of learning.[188] There are also gaps in inclusiveness and accessibility of school infrastructure with 94% of all primary schools reporting lack of dedicated space for children with Special Education Needs. Despite the progress made in increasing classrooms, the class sizes are still large, particularly in Pemba where some classrooms have over 100 students and some lack desks and chairs. In addition, other infrastructure needs are not being addressed such as teachers' houses and school fencing.[189] From the foregoing, it is evident that although classroom construction has exceeded targets, its impact is constrained by insufficient teacher deployment and rising enrolment. This has limited the reduction of class sizes and continuation of double shifts in some schools.

The table below shows the **share of primary schools per level of compliance**; e.g. in 2023, only 3.7 percent of the schools had reached less than 25% of the targets.

Table 3: Classroom compliance in primary schools 2023 and 2025.

Extent of Compliance	2023	2025
<=25%	3.7%	2.1%
25%-37.5%	12.3%	7.9%
37.5%-50%	21.2%	16.4%
50%-62.5%	14.1%	15.8%
62.5%-75%	20.9%	22.0%
75%-87.5%	12.0%	18.5%
87.5%-99.9%	9.5%	11.4%
100%-112.5%	1.5%	2.6%

185 Annual Programme Report of 2023/24 FY.

186 Interviews with MoEVT officials and review of programme annual report of 2023/24 and 2024/25 and IVT reports.

187 IVT report of 2024/2025 FY.

188 MoEVT officials at national, district and school level including headteachers, and school committee members.

189 Interviews with MoEVT officials, district education officials, school headteachers and teachers, school management committees. and parents and community leaders; and review of IVT reports.

112.5%-125%	1.8%	2.1%
>125%	3.1%	1.25

Data source: Summary analysis of Zanzibar Classroom Allocation Protocol, 2025

Alignment of the Result Area 1 DLIs to administrative systems at district and school levels: The involvement of the district education offices across the DLIs for teacher, text books, classroom, SOB allocation and inclusive education has been more administrative and in sharing of information with the national MoEVT level. Textbooks and learning materials are delivered directly to schools and information (data) on textbooks and materials delivered is shared with the education office. The district education offices were not involved in teacher posting until 2025 when they started posting individual teachers to schools according to the schedule provided by the national level. This change was triggered by the posting of teachers to schools far from their homes or residences and district officials are expected to use their local knowledge to address this issue. The district education office also has no direct role in classroom allocation, inclusive education and SOB activities. In addition, the district education officials were not well sensitised on the PERZ programme and have limited information on the programme DLIs and implementation process.[190]

At school level, school management committees undertake their general oversight responsibilities and their participation in the programme is anchored in the extent to which the DLI activities fall within their oversight role. The only DLI the school management committees play a more direct role in, is the SOB where they countersign the request for expenditure. There is no specific role for the committees in other DLIs. Parents and community leaders have no specific role in the DLIs. Interviews with school management committees, parents and community leaders show that these stakeholders have knowledge of improvements that have taken place in their schools – increase in number of teachers, availability of text books, and construction of classrooms as well as the reduced demand/request by schools for parents to pay for textbooks and other school activities.[191]

TEXTBOX 4: FROM CHALLENGE TO CHANGE: PERZ CONTRIBUTION TO IMPROVEMENT OF LEARNING ENVIRONMENT AT MJINI MWINGI PRIMARY SCHOOL, MICHEWENI DISTRICT, PEMBA

Mjini Mwingi Primary School *exemplifies the improvement of the learning environment resulting from the reforms facilitated by PERZ. The school currently has 1,583 students (815 girls and 768 boys). Three years ago, the school had 10 teachers; students attended school in double shifts; there were over 100 students per classroom; and over 6 students shared one textbook significantly affecting teaching and learning. In addition, parents were required to pay for school operations and activities which affected most poor households.*

[190] Interviews with MoEVT officials at national and district levels, headteachers and TAS.

[191] Interviews with headteachers, school management committees, parents, community leaders, teachers and students.

The headteacher and teachers, students, school committee members, parents and the community leader (Shehia), all reported improvements in the school since 2023. The number of teachers has increased to 29 with new teachers posted in 2023 and 2025 reducing individual teacher workload. The school has received textbooks which reduced the students/textbook ratio to 1:2 and 1:3 enabling learners to access content and teachers to give homework (after-school work). "We are given text books to take home for homework and return them the following day. We are also able to read and do math for ourselves" as observed by students, emphasising the importance of textbooks.

The School Operating Budget, received monthly, has assisted the school to pay for electricity, teaching and learning materials, purchase of a computer and photocopying machine, improve sanitation facilities and pay for teachers to attend school activities. Parents are no longer required to pay for school activities. Additional classrooms have also been constructed, resulting in a reduction of students per classroom from over 100 to between 55 and 74 and enabling the school to move from double to single learning shift. As noted by teachers, "the number of students per classroom has reduced making our work easier, although the students are still too many to allow one to one attention to students".

Although PERZ has contributed to change, challenges still remain. The population is increasing and so is student enrolment which continues to put pressure on the need for more teachers. "The school currently needs an additional 25 teachers to meet the increased demand" noted the headteacher. Physical facilities such as desks and chairs, additional sanitary facilities (toilets and handwashing stations), school fencing, a staffroom and library are inadequate. The increased drop-out of boys is an emerging issue that also requires attention. Overall, although the needs of the school have not been entirely addressed, the school level stakeholders observed that significant improvement has been made in the last three years.

4.2.2 Institutional strengthening and capacity building

Result Area 2 focused on strengthening the institutional frameworks, systems, and capacities of MoEVT and its implementing units to deliver sustainable improvements in pre-primary and primary education. This included building operational effectiveness in planning, budgeting, data management, teacher development, and coordination, while embedding reforms into existing government structures so that gains would persist beyond external incentives.

DLI 2.1, Safeguarding the education budget, was designed to strengthen budget planning, allocation, and expenditure systems to ensure predictable and equitable financing for education. The lead implementer of this DLI is the Ministry of Finance in collaboration with the MoEVT. The DLI requires 20% of the national budget to be allocated to education, combined with an increase in the budget expenditure rate. Prior to PERZ, the budget fluctuated between 19% and 20.1% and the intention of PERZ was to ensure the budget is consistently maintained at 20% or above. Implementation of the education budget allocation DLI was led by Ministry of Finance. Progress was uneven during the PERZ period. The budget allocation declined from 19.24% in 2021/22 to 18.61% in 2022/23 and then increased to 21.67% in 2023/24 before dropping again to 18.9% in 2024/25.[192]

[192] UVT report for 2024/25 FY, programme annual report for 2024/25.

The predictability of the education budget under MoEVT was also not assured as the budget was not always released in full resulting in less spending on non-salary items, coupled with low utilisation of funds. For example, budget execution in the fiscal year 2020/202 was 64%[193] and budget expenditure has also been fluctuating, with the allocated budget execution of 65% in 2024/25 FY and decline from 85% in 2020/21 FY. Budget execution also varies at programme with secondary education having he highest execution at 88% followed by pre-primary and primary education at 76%. The targeted expenditure threshold of 70-75% in 2024/25 FY was not attained and this prompts the need for an assessment of the bottlenecks in budget execution including timeliness of budget release.[194]

A key challenge facing the assessment of the education sector budget is the spread of the allocation of the budget across ministries offering education services making it difficult to track and capture the total education sector budget. The MoF is replicating the education sector budget tracking information system in place in Tanzania mainland to address this challenge but this initiative is at a conceptual stage. This DLI has triggered the development of a cross-sectoral manual tracking template with the Ministry of Finance (MoF), marking the first systematic attempt to consolidate education-related budget and expenditure.

Overall, the ET found that the DLI on education budget allocation has shown limited effectiveness, with inconsistent achievement of the 20% target and declining execution rates. This reflects broader systemic challenges in public financial management that are beyond the direct influence of the programme.

Improvement of Education Management Information Systems (EMIS) (DLI 2.2) focuses on the development of the EMIS action plan, production of the Annual Education Sector Performance Report (AESPR) and timely submission of the Annual School Census Statistics Abstract. Implementation of this DLI is led by the EMIS division of the MoEVT in line with its mandate. District Education Offices, especially the Statistics and Logistics Officers (SLOs) are involved in compiling and submitting the data to the national level while school headteachers, supported by a designated statistics teacher, collect and submit primary data to the district level.

Through PERZ, an action plan for strengthening the Education Management Information System (EMIS) was developed and its implementation has been initiated. In addition, PERZ is supporting the development of the annual school abstract based on the Annual School Census (ASC) data. The ASC has become an important source of data informing teacher deployment, classroom, text books and SOB allocation.[195]

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[193] Programme Operations Manual, 2022.

[194] UVT report for 2024/25 FY, programme annual report for 2024/25 and interviews with MoF and MoEVT officials.

[195] Interviews with MoEVT.

Key informants noted that while ASC data are increasingly utilised at national level, the use of these data remains limited at district and school levels. District education officers and school headteachers due to lack of access to (or visibility of the data) once it is submitted to the national level.

The **Annual Education Sector Performance Report** (AESPR) has been developed since 2022/23 to track implementation of key interventions and results achieved in each financial year. The report covers all the education sub-sectors enabling key stakeholders including policy makers to have a holistic picture of the performance of the education sector. Some of the issues arising from the 2024/25 report include the need to reflect the Zanzibar Education Sector Transformation Plan key performance indicators and targets, and planned interventions in the report; improving the quality of gender analysis and analysis of survival rates. The incentivisation of the AESPR ended in 2024/25 and going forward the governments needs other sources funding to sustain the production of this report. Further, the production of this report will depend on sustainability of the decision-makers' demand for data analysis and evidence of the sector performance as well as alignment of the report with other reporting processes e.g. the MoEVT development programme report and MTEF report submitted to the MoF. Overall, the system and analytical capacity for the AESPR have been established but sustainability will to a large extent depend on effectiveness of education information systems, adequate funding and sustained demand for utilisation of data.

Strengthening pre-primary and primary Teacher Professional Development (TCPD) Systems: Teachers Continuous Professional Development is another area where programme interventions are considered highly relevant to sector needs. The lead implementer of this DLI is the Zanzibar Teacher Education Institute (ZTE) supported by master trainers running teacher resource centres while headteachers identify teachers to attend trainings. Stakeholders highlighted that improving teaching quality requires continuous professional development for teachers, particularly in the context of curriculum reforms and new pedagogical approaches.[196] To address this need, the programme supported the development of guidelines, which provide a structured framework for teacher learning and professional growth. Implementation of Teachers Continuous Professional Development activities has been facilitated through existing infrastructure such as Teacher Centres and School-Based In-Service (SBIS) training programmes, allowing teachers to receive professional development support closer to their schools. The programme has also initiated the development of an information management system for tracking teacher professional development activities, although this system is still under development. In addition, key informants noted that incentives for teacher participation in professional development activities

[196] Interviews with MoEVT.

have not yet been fully integrated into the framework raising concern about sustainability and long-term effectiveness.[197]

In general, the ET found that Result Area 2 has made notable progress in establishing institutional frameworks and systems; however, effectiveness is constrained by limited decentralised capacity, weak data utilisation, and inconsistent financial performance.

TEXTBOX 5: FROM DATA GAPS TO INFORMED DECISIONS: POWERING EDUCATION WITH RELIABLE INFORMATION

Weak data systems previously limited effective planning and monitoring. School and district respondents noted challenges in accessing and using accurate data; and they also did not have the visibility of on how the data was being used with schools that has greatest needs continuing to have sever teacher shortages and large class sizes exacerbating double shift learning. From 2022, school headteachers and districts observed that improvements in annual school census data have led to better allocation of teachers, textbook, classrooms and the School Operating Budgets. "The MoEVT is using the data we provide to post teachers to post teachers and distribute textbooks to schools." Noted one of the district education officials. At school level, one headteacher indicated the commitment to collect and submit annual school census data because this is what is being used to provide teachers, textbooks, classrooms and funds to the school. "We have a dedicated teacher who fills in the questionnaire which we submit to the district education office in the beginning of each year".

It is evident from the school headteachers and district education officials that improvements in EMIS have enhanced data collection and use, particularly for planning and resource allocation. They emphasised increased reliance on data for decision-making. Despite progress, challenges remain in data accuracy, partly due to reliance on the paper-based system and data utilisation at lower levels.

4.3 CONCLUSIONS

This section presents the overall assessment of the PERZ programme based on the evaluation findings. It synthesises evidence across the Result Areas and provides an assessment of programme performance using the OECD DAC criteria of relevance, effectiveness, and sustainability.

4.3.1 Relevance

The PERZ programme is highly relevant to the needs of the Zanzibar education sector, addressing critical challenges such as teacher shortages, inadequate learning materials, and insufficient infrastructure. The programme aligns well with national priorities and has contributed significantly to regional equity and access to primary education through the prioritised targeted DLIs. However, its contribution to gender equality remains limited. While inclusive education has been prioritised at policy level, implementation remains at an early stage, limiting its responsiveness to vulnerable learners. Programme implementation is aligned with administrative systems at national level but district education offices play a

[197] MoEVT officials, district education officials, headteachers and teachers.

limited role in implementation while the involvement of schools varies across DLIs.

PERZ objectives correspond and are responsive to the rights holders' (students, parents and communities) needs and priorities and are relevant to the Zanzibar context and policies. The programme interventions were designed to contribute to the improvement earning environment in primary schools by addressing the severe understaffing of schools; and inadequate classrooms, textbooks and inadequate funding for school maintenance and operations. In addition, PERZ also strengthened the relevant institutional systems to address these challenges. However, rights holders' have other needs that influence the learning environment but are not well addressed and are out of scope of PERZ – other infrastructure needs (teachers' houses, desks and fencing), support for school meals and increasing drop out of boys from school).

The programme has significantly contributed to improvement of regional equity and access to primary education through equitable allocation of key resources (teachers, text books, classrooms and SOBs). The protocols for allocation of these resources deliberately aim at benefiting schools with the greatest need although progress has been incremental and the entire need for teachers and classrooms has not been met. Projections show that teachers and classrooms shortages will persist up to 2030 with schools moving to single shifts increasing gradually. Textbooks and SOB allocation address the school level need (based on the number of students) but will need to be sustained going forward. PERZ promotion of inclusive education has been limited given that implementation of the inclusive education policy is being piloted while the programme did not have a deliberate focus on gender quality.

Implementation of the programme is aligned with the mandates and systems of national level institutions (MoEVT departments and agencies, MoF and PSC) resulting in enhanced leadership and ownership of PERZ interventions. Schools also have a high level of PERZ ownership enhanced through the involvement of headteacher in programme interventions such as ASC data collection and reporting, classroom construction, assigning teachers to attend TCPD sessions and utilisation of SOB. On the other hand, the involvement of district education offices in the programme is more administrative and their knowledge of programme interventions is limited. Further, school management committees, parents and communities also do not have specific roles in programme implementation beyond their general involvement in school activities.

PERZ has contributed directly and indirectly to addressing the needs of poor households. Parents are no longer required to purchase textbooks and to pay for school activities. These payments had an adverse effect on school enrolment and attendance of children from poor households. Indirectly, the programme has contributed to improvement of the learning environment which in the long-run will contribute to breaking the poverty vicious cycle.

4.3.2 Effectiveness

PERZ has significantly contributed to the overall improvement of the learning environment at primary schools through improved efficiency in resource allocation, particularly teachers, text books, classrooms and School Operating Budgets. The programme has also initiated improvement in education information systems, teacher professional development and overall budget allocation to the education sector. However, more time is needed to address fully teacher and classroom shortages and to improve information and budget tracking systems.

Key factors *facilitating the effectiveness* of PERZ has been alignment of the programme with mandates and priorities of implementing ministries, departments and agencies. This alignment ensured leadership, ownership, and commitment of the agencies to implementation of programme interventions and delivery the DLIs. The DLIs were integrated into the workplans and budgets of the ministries, departments and agencies. In addition, the *timely and sufficient* disbursement of funds also contributed to achievement of the programme DLIs. Government integrated the DLIs into the budget and disbursed funds to facilitate recruitment of new teachers, textbooks printing and distribution, classroom construction, and monthly disbursement of standard operating budgets. Budgetary allocation for these DLIs was provided for in the MTEF and annual budgets.

The *political will coupled with incentivisation of government* to implement the PERZ also facilitated the achievement of DLIs. Political will was demonstrated in the regular convening and participation of high-level decision makers in the Strategic Management Team (SMT) meetings; and the alignment of the programme with overall education sector policy; and budgetary allocation to DLI related budget lines. Through the SMT, government demonstrated commitment to PERZ implementation by regularly reviewing bottlenecks for achievement of DLIs and making necessary changes to programme implementation. In addition, the *incentivisation of government* through disbursement of funds based on results achieved facilitated government commitment to programme implementation. The government particularly appreciated the flexibility in allocating the disbursed funds to government priorities.

The *Technical Assistance Support (TAS) Team and the Independent Verification Team (IVT)* played key roles in facilitating achievement of the DLIs, given that this was the first time MoEVT was implementing a result-based financing programming modality. The TAS team was instrumental in supporting the Programme Coordination Unit and implementing ministries, departments and agencies in day-to-day implementation support, technical analysis of data, development of protocol, guidelines and systems, and capacity development of counterpart staff. However, there is still a need for capacity support to government to fully institutionalise the systems and deepen the capacity to operationalise the resource allocation protocols and information systems. The IVT facilitated achievement of DLIs through identifying bottlenecks in implementation in the process of verifying results and recommending correction actions. The corrective actions were often informed changes made to implementation of DLIs.

However, *limited involvement* of district education offices and school and community level stakeholders (except headteachers) in the programme hindered optimisation of the programme results. For instance, more could have been achieved in inclusive education through the involvement of school management committees, parents and community leaders while the district education office could better integrate the programme into its quality assurance and supervisory roles.

The *involvement of multiple ministries* in PERZ contributed to the achievement of PERZ DLIs. The involvement of key ministries – MoEVT, MoF, and Ministry of Health, was aligned with their respective mandates and were responsible for delivery of specific DLIs. However, the involvement of the ministry in charge of gender and inclusive education was a gap.

4.3.3 Sustainability

The sustainability of PERZ interventions is promising but not yet fully assured. Key systems such as TAP, TLMAP, and School Operating Budgets have been institutionalised; however, their continued effectiveness depends on secured government financing and capacity. Interventions such as inclusive education, EMIS, and budget reforms require longer-term support to achieve full institutionalisation. Financial sustainability remains uncertain due to inconsistent budget allocation and execution trends.

Operational effectiveness and institutional capacity of ministries and departments implementing PERZ have been strengthened but have not reached a level where they can be sustained without technical support. The resource allocation protocols (for teachers, classrooms, textbooks, SOBs) have been well operationalised by relevant ministries and departments but with a huge component of technical support. Similarly, the coordination mechanisms for PERZ have functioned effectively, with meetings convened regularly and technical inputs (reports) for these meetings developed but with the support of the technical assistance. In addition, the capacity of few individuals in the MoEVT departments has been strengthened to operationalise the protocols. The operational sustainability of the systems established with PERZ support, therefore, depends on continued technical support and capacity building, especially in the areas of data management and analysis, inclusive education, and budget tracking.

The programme *is embedded in the institutional structures of government* in that implementation was led by government ministries and departments; and programme interventions were part of the overall ministries and departments priorities and work plans. The systems established for teacher, classroom, textbooks and SOB allocation and SOB; the ASC; and AESPR are government owned systems, although sustainability of these systems depends on their integration into the government budget. This level of integration of PERZ into government systems and structures demonstrated potential for sustainability although continued implementation and maintenance is required. The key risk in sustainability of these systems is financial sustainability, particularly given the fluctuation witnessed in the allocation of 20% of the government budget to the education sector over the years.

Progress has been made in institutionalising DLIs as observed above, but *three DLIs, which are high impact, require more time to institutionalise*. These are (i) the inclusive education DLIs which is at piloting stage and will require more time to full operationalise. This is a high impact DLI given its potential to improve equitable access to primary education. This DLI can also be expanded to explicitly promote gender, with a focus on challenges facing enrolment, retention and transition of both boys and girls. (ii) The DLI on securing 20% education sector budget and improving budget execution ensure adequate funding of the sector and improved efficiency in budgetary execution. This could potentially contribute to sustainability of the protocols developed with PERZ support. (iii) Improvement of EMIS is also a high impact DLI given that it provides the data necessary to sustain implementation of the resource allocation protocols and other decision-making processes. Currently ASC data is collected using a paper-based system and the DLIs can be expanded to support the roll out of the electronic School Information System.

4.4 LESSONS LEARNED

PERZ introduced the use of a result-based programme implementation modality in the MoEVT and was characterised with learning by doing, with the MoEVT building its understanding of this modality during programme implementation and making adjustments as it learnt lessons and gained experience.

The sustainability of a result-based financing programme largely depends on its integration into the government planning and budgeting system. Budget driven interventions and/or reforms such as those supported by PERZ require adequate funding to be effectively operationalised and sustained. For this to be achieved, there is a need to prioritise and integrate the interventions/reforms into overall medium-term and annual planning and budgeting processes.

Ownership by all levels of government is critical for effective implementation of reforms: The implementation of reforms should be aligned with and ensure involvement of key institutions from national to school level. A stakeholder analysis should be undertaken at the programme design stage to identify various interests and possible roles of key institutions in the programme and deliberate effort should be undertaken to involve the institutions. Local institutions from the district to schools to the community level can address or mitigate programme risks and potentially optimise programme benefits.

A performance for results programme needs to be dynamic and requires continuous assessment and adaptation of DLIs to address emerging issues and needs. Changes in programme context and needs require that the programme adjusts its interventions and planned results over time. Such changes include policy and curriculum reforms, demographic changes, and socio-economic factors.

Equity and inclusive education require an integrated multi-sectoral approach for it to be successful: Attending to children with special education needs in a context where resources are constrained (teachers, equipment and space) needs an integrated approach (with the special needs catered for in mainstream primary schools) and multisectoral approach that involves all relevant ministries (education, gender, health, finance etc). Gender equality efforts should also apply approaches beyond numerical gender parity statistics to address the pedagogical, socio-cultural and economic factors driving gender inequalities in access to and performance in learning.

4.5 RECOMMENDATIONS

Based on the analysis of findings and conclusions drawn, the ET has a number of recommendations to the PERZ stakeholders at national, local and school levels.

Policy level

1. Strengthen commitment to achieving and sustaining the 20% education budget allocation and improve budget execution mechanisms.

System Level

2. Accelerate the rollout of digital EMIS systems and build capacity at district and school levels for effective data utilisation.
3. Strengthen the M&E system for PERZ through a robust results framework with outcome indicators and targets
4. Strengthening and/or establish the role of district education office in implementation of the programme DLIs

School Level

5. Provide targeted training and simplified financial guidelines for effective utilisation of School Operating Budget.
6. Consider improving school performance improvement through performance contracting of headteachers
7. Integrate the involvement of school management committees and communities in school improvement

Equity and Inclusion

8. Prioritise operationalisation of inclusive education through investment in infrastructure, assistive devices, and specialised teacher training
9. Establish and implement a strategy for the programme to promote gender equality and equitable access to schooling

Outcome

10. Develop indicators to measure outcomes to form a basis for assessing programme effectiveness. Outcome indicators can be drawn from the

education sector development plan results framework and should have established data sources.

Sustainability

11. Develop a transition strategy to ensure continuity of key reforms beyond external funding and strengthen institutional ownership.

5 Final remarks

This section presents key issues common to both programmes emerging from the evaluations. As a consequence of the Swedish Government's decision to phase-out bilateral cooperation with Tanzania by 31 August 2026, these common issues can be used in other programmes and contexts.

Results-based financing modality: The results-based financing modality has been embraced by both Tanzania mainland and Zanzibar governments and has been a key driver in introducing reform in the education sector. This modality has worked well in delivering foundational results that are systems oriented, can be quantified and are easier to verify such as teachers, classrooms, textbooks, school capitation/operating budgets, information systems, and budget allocation. The next step is to ensure that the systems established will contribute to improved learning by focusing on quality of teaching and learner performance, full roll out of inclusive education, and addressing root causes of learner dropout among others.

Government ownership and policy and budget alignment: The governments of Tanzania mainland and Zanzibar have demonstrated a high level of ownership by taking leadership in implementation through alignment of policy, system reforms and budgeting. This has been a key factor for successful application of the results-based financing modality. The flexibility in allocation of disbursed funds incentivises the government to allocate funds to the DLI areas and strive for performance to secure future disbursements. Finally, continued policy and budget alignment is, perhaps, the most critical sustainability factors for programmes using the results-based funding modality.

System strengthening contribution to outcomes: The contribution (impact) of system strengthening to outcomes takes time. Consequently, outcomes were more visible in Tanzania mainland given that the programme was in its second phase, while it will take more time to achieve results at outcome level in Zanzibar. The evaluation shows that in both Tanzania mainland and Zanzibar school level factors such as utilisation of textbooks (after distribution), teaching quality (after improving staffing levels), utilisation of school capitation/operating budgets and having additional classrooms have positive effects on the motivation and performance of students and teachers. On the other hand, the evaluation also found other factors (outside the programme scope) that influence teaching and learning including teacher incentivisation, long distances to schools, cultural and economic barriers and relatively low community involvement. Therefore, a more focused assessment could be needed to investigate the extent that positive systems improvement supported by the programme have impacted on learning outcomes in the context of the other influencing factors.

Donor coordination: Strong donor coordination is essential to harmonise the results-based funding with other donor support to ensure that other needs and challenges influencing the usefulness of systems strengthening outputs are addressed. This "fit" of results-based funding in the broader donor support context, whether other donors operate with results-based funding or other modalities, is critical for creating synergies to improve programme effectiveness, especially in a context of huge and complex challenges facing the education system in both Tanzania mainland and Zanzibar.

Annex 1: Terms of Reference

The ToR for both programmes were revised in January 2026 to accommodate the changes caused by the change in Sweden's bilateral cooperation with Tanzania; i.e. the forward-looking focus and contribution to new Swedish initiatives were taken out.

EPFORR II – TERMS OF REFERENCE

Terms of reference for the evaluation of Education Programme for Results II, 2021-2027, in Tanzania.

Date: 2025-06-09 (Updated 14 January 2026)

1. Introduction

The Government of Tanzania in collaboration with Development Partners is implementing the Education Programme for Results II, EPforR II. The programme was launched in 2021 and is currently co-funded by Sida, FCDO and GPE. Koica provided funds in the first year but decided to not continue when the agreement ended. In 2024, USAID was ready to step in and join the program but had to withdraw from the process due to new directives for USAID. EPforR II is a sector budget funding modality and results-based programme, meaning that disbursement is done after results have been achieved and verified according to agreed disbursement linked indicators. The main objective with the programme is to improve student learning outcomes at pre-primary, primary and secondary education in Tanzania.

EPforR II succeeded EPforR, which was initially designed and approved to run from 2014–2019, co-funded with UK and WB. Sweden joined the programme in 2015. EPforR II was launched in 2021 after a one-year extension of EPforR I. When EPforR II was designed, education was one of the key areas in Strategy for Sweden's development cooperation with Tanzania 2020–2024 and the intervention was assessed to be a strong contributor to poverty reduction by improving opportunities and life choices for children, many of them coming from the poorest families in the country. An improved education system was also believed to contribute to human rights and democracy.

In 2024 a new curriculum was rolled out and in February 2025 the Education and Training Policy, 2014 edition 2023 was officially launched. A few weeks after, the Education Sector Development Plan 2024-2030 was approved with no-objection by the Education Sector Development Committee. The Government of Tanzania is currently in the process of reviewing the Education Act. The Policy and the Plan are prepared to tackle persistent challenges in the education sector. Some of the main challenges are large cohorts of children, large class sizes per class-room and teacher, lack of trained teachers, lack of infrastructural facilities, lack of teaching and learning materials.

One of the main changes in the Education and Training policy, 2014, edition 2023 is introduction of ten years compulsory school, including six years of primary education and four years of lower secondary education. Lower secondary will be divided into two streams: the general education stream and the vocational education stream. Advanced secondary education or technical education, forms 5 to 6, is optional and a requirement for Higher education. The curriculum has a stronger focus on competencies and enhancement of skills training from primary to secondary education. The goal is that one third of all secondary schools should have TVET-courses in 2030/35.

One of the main challenges in the sector is the funding situation. Domestic funding to the education sector has gone down and is expected to continue to reduce. ODA to the education sector is also expected to be reduced. Several bilateral donors have officially communicated reduction of aid, especially from 2026.

The Terms of Reference have been revised after the Inception Phase to accommodate the changes in Sweden's future bilateral engagement with the United Republic of Tanzania after 31 August 2026.

2. Evaluation object: intervention to be evaluated

The evaluation object is the EPforR II. The programme is fully described in the Programme Operation Manual, POM. Attached as annex 1.

EPforR II is a program led by Government of Tanzania (GoT), guided by the education goals and objectives of the GoT through the Education Sector Development Plan (ESDP) 2020/21–2025/26, and the recently approved Education Sector Development Plan (ESDP) 2025/26–2029/30.

The program objective of EPforR II is **to improve student learning outcomes at Pre-primary, Primary and Secondary education in Tanzania.** EPforR II result areas are focused on a single framework jointly developed and agreed by partners. The program's focus reflects the Government's priorities for improving performance in basic education in the areas contributing to sustainable systemic improvements.

Three result areas were identified to contribute to the overall objective: i) Improving School Learning Environment, ii) Improving Teacher Workforce Planning and Management, and iii) Strengthening Governance and Institutional Efficiency. In addition, there is a fourth result area with outcomes that cover: improvement in learning outcomes in standard two, measured by the National 3Rs Assessment; improved student progression through primary education; and transition from primary to lower secondary education with enhanced gender and geographic equity. Under the four Result Areas there are 9 DLIs (POM July 2024). The POM is currently being revised and 2 more DLIs will be likely be added.

The strong focus on identifying key agents of change within the sector and rigorously measuring progress is also intended to support the sector in strengthening and expanding upon its own result-based management capacity. In this respect, EPforR II aims to have a much more profound and sustained impact through supporting the establishment and strengthening of more effective management systems and procedures than enable sustainable long-term improvements in sector performance.

Sida contributes with maximum SEK 750 million, FCDO contributes by funding Technical Assistance (Cambridge Education) and Independent Verification (Oxford Policy Management). In the year 2025 FCDO will contribute with programme funds. Global Partnership for Education (GPE) launched the GPE Teacher Support Program (TSP) in FY 2023/2024. GPE's maximum amount to EPforR II is SEK 603 million. In 2024, Tanzania received an additional allocation from the Multiplier Grant of US $22 million. In addition, Tanzania is expected to receive a total of US $21 million from the Partnership Compact Trigger fund. Of these extra funds it is estimated that 70% will be allocated to the EPforR II.

The performance achievement, i.e. how much in percent that have been disbursed shows a decline since programme start. The performance achievement in 2021/2022 was 90.6%, in 2022/2023 87.2% and in 2023/2024 76.8%. The decline in performance can be explained by the complexity of some DLIs, for example DLI 1.4D, on teaching and learning material has been challenging to implement and it would be valuable to understand when and how incentives work and when and why incentives do not work.

However, even if the performance achievement has declined, there are signs of that the programme has contributed to sustained reforms and strengthened sector systems. Examples of this are the positive results in several of the DLIs which built upon and improved earlier DLIs supported under EPforR I, e.g. deployment of teachers according to the Teacher Allocation Protocol, assessment of learning results, budget releases in support of key program activities. The IVT-report and the Annual report indicate that these DLIs have been institutionalized, meaning that there seems to exist routines and practices, among ministries and implementing agencies, to follow the protocols and models.

Student learning outcomes are measured in the outcome DLI 4. The DLIs aims to measure girls and boys learning results, that girls and boys are staying in school and transition to lower secondary. Learning results in standard two are improving in fluency and reading comprehension but declining in mathematics. More girls than boys stay in school and transition to the lower secondary. In general, the number of girls and boys transitioning to lower secondary is increasing. When learning outcomes, survival rate and transition rate are reviewed at regional and local level it is visible that there are great variances among local government authorities. Equity is key in the programme, however, there seems to be persistent inequity between regions and local government authorities.

The beneficiaries of the programme are the students, the teachers, school management, government officials from local government authority level and up to the central level.

The evaluations shall review and assess the performance of the EPforR II in terms of relevance, effectiveness and sustainability.

For further information, the intervention proposal is attached as Annex D.

3. Evaluation purpose: intended use

The purpose or intended use of the evaluation is:

- Assess the relevance of the intervention and identify key lessons, successes and challenges in relation to the effectiveness of the programme;
- Providing evidence for rights holders (students, teachers, civil society) about the intervention with the aim to enhance transparency and accountability.
- Support the MoEST and its partners in reflecting on EPforR II achievements and lessons, to inform future education reforms and partnerships

4. Evaluation users

The table below lists the primary and secondary users of the evaluation. The **primary users** will use the findings of the evaluation directly, and will be involved in the evaluation during the whole process. The **secondary users** will only use the end results (e.g. as readers of the final report).

	Who	**Why**	**How to interact with them**
Primary users	-Program specialists and National Program Officers, working with the Education portfolio at the Embassy of Sweden in Dar es Salaam. -EPforR II Unit, with representatives from Ministry of Education, Science and Technology including relevant agencies and institutions, and Presidents Office, Regional Administration and Local Government. -Senior Education Specialist at FCDO	Achieve the purpose of the evaluation (as in section 3)	See section 13 (organisation of evaluation management)
Secondary users	- Program specialist and responsible for Sida's global support to GPE at Sida unit Global Social. - Policy Specialist on Mobilisation of Private Capital at Sida department for Trade, Private sector and financial instruments. -Wider development community, especially the World Bank, Canada and other potential partners. -Civil society, TENMET, KTO -Country Team Lead at GPE-secretariate -End-beneficiaries of the intervention	Learn about the funding modality and results achieved.	-Through the "lessons learned" section of the final report -Through dissemination activity communication on social media.

5. Evaluation purpose: timing

The evaluation is to be carried out in August 2025 until March 2026.

6. Evaluation scope

The evaluation scope is the programme period for the current EPforR II. However, the evaluators are expected to go back to the evaluation of EPforR I to draw conclusions on results over a longer time- period. Specifically, the evaluators will review and analyse evolution of the two programmes, and assess whether there have been changes in the design or approach that have impacted positively and negatively on the programme's performance. A key issue for consideration is in respect to the institutionalisation of the equity approach in delivery of education service, from central ministry level to local government authorities down to school level (school management, teachers and students).

The evaluation scope is limited to:

- Time frame: 2021-2025, with additional retrospective assessment of EPforR I.
- Geographical area, sample of LGAs.
- Target groups, government officials (MoEST, PORALG, TIE, NECTA, LGA), school management, school management committees, teachers and students.

If needed, the scope of the evaluation may be further elaborated by the evaluator in the inception report. The terms of reference have been closely developed from the previous evaluations of EPforR I, to give the evaluation team opportunity to select some areas of importance (i.e PTR, PCR, learning results) for an analysis of program development and results before 2021. Which kind of analysis that is doable regarding easy access to comparable data can be further discussed in the inception report and meeting.

7. Evaluation questions

The evaluation questions are:

Question 1: Relevance

1. Have the programme objectives (equitable access to quality education) and design corresponded to beneficiaries' needs and priorities in relation to contextual changes such as population growth, policy changes, etc.?
2. In what way has the programme contributed, or not, to equity, gender equality and inclusion?
3. Has the intervention been in tune with administrative systems from school management, Local government authorities and central level
4. Grade DLIs from least relevant to most relevant, particularly when it comes to the poverty perspective, national ownership and sustainability.

Question 2: Effectiveness

1. What were the major external and internal factors influencing achievement and non-achievement of the objectives?
2. Review how EPforRII programme design helped / hindered donor participation and alignment. What lessons can be learnt from this and how could GoT and its DP-partners strengthen processes and platforms for donor harmonisation (if assessed as valuable with stronger donor harmonisation)?
3. What are the advantages and disadvantages of the following when it comes to the programme's effectiveness?
   a) The level of alignment with national systems, especially the decentralised education system.
   b) Working with multiple donors in a result-based programme.
   c) Working with multiple ministries in a result-based programme.

d) Working with multiple relevant institutions within the Ministry of Education, Science and Technology
e) Broad based programme coverage with multiple reform areas being supported by numerous DLIs, or a more tightly focussed area of support, being supported by fewer DLIs

4. What changes did the programme introduce in the processes, services, systems or procedures and what drove the reforms?
5. Were key institutions or decision-makers that could have influenced the programme outcomes omitted from or insufficiently included in the programme structure or insufficiently "rewarded" for their role? If so, what potentially would be the implications in respect to transaction costs, decision making processes and timelines had they been included? (NECTA, TIE, PO-PSM)
6. How many primary and secondary schools meet the national standards of the Government regarding % compliance with teacher allocation protocol[198]; student/textbook ratios, student-teacher ratio; student/class-room ratio; and water and sanitation hygiene (WASH) facilities[199]'.
7. Assess effectiveness of programme coordination and monitoring, including technical assistance team and the verification team.

Question 3: Sustainability

1. How far has the programme been imbedded in institutional structures and able to continue even if there were no external funding in a future phase?
2. Are there any current DLIs supporting improved sector performance that are high impact but require further time and support to be institutionalised? What changes would be needed to see them become sustainable?
3. How has the operational effectiveness and institutional capacity (e.g., structure/operations/governance) knowledge and planning at MoF, MoEST and PORALG (including LGA) been built through programme and how will it be sustained after the programme ending
4. Which changes to Government's administrative systems would need to be sustained for benefits to be continued? Are these sustainable: if not, why not and what would the impact be?

Forward-looking recommendations (examples)

<u>Monitoring, Evaluation and Verification</u>

- How to maximize the use of Annual Joint Education Sector Review?

Questions are expected to be further developed in the tender by the tenderer and further refined during the inception phase of the evaluation. Please note that in line with Sida's

[198] Teacher allocation is based upon a maximum number of students per stream.

[199] Infrastructure is not a DLI in the program but due to how much funding from EPforR, the GoT has spent on construction, renovation, and WASH-facilities, infrastructure enhancement in the sector should be assessed as a result emerging from the programme.

utilisation-focused approach, the final evaluation questions should always serve the overall purpose of the evaluation (the intended use and the primary users).

8. Evaluation quality

Evaluation quality concerns both the **evaluation approach**, i.e. how the evaluation work is implemented, and **evaluation methodology**, i.e. how the conclusions are made.

When it comes to the **evaluation approach**, the evaluation shall:
- be utilisation-focused
- take Sida's development perspectives into account
- make sure no one is harmed

The evaluation shall be utilisation-focused which means that the evaluators must facilitate the entire evaluation process with careful consideration of how all aspects of the evaluation will affect the use of the evaluation. Therefore, the evaluation must be planned and conducted in ways to enhance the utilisation of both the findings and of the process itself, to inform decisions and improve performance. This approach entails close interaction between the evaluators and the primary users in the evaluation assignment. The interaction must last throughout the entire evaluation process. An important component of this participatory approach is to enable joint knowledge creation between evaluators and the users of the evaluation. The evaluation process shall be adapted to major context changes if needed, so that the evaluation always continues to serve the overall purpose/intended use.

Whenever relevant the evaluation shall take Sida's five development perspectives into account, when they design and implement the evaluation.[200] The perspectives shall be integrated in all Sida's operations and shall therefore be considered in the evaluation design and implementation of the evaluation.

The evaluators must consider if any part of their work can harm any group, especially groups that face discrimination. If so, they need to mitigate these risks. In cases where sensitive or confidential issues are to be addressed in the evaluation, evaluators have to ensure an evaluation design and process that do not put informants and stakeholders at risk in any step of the evaluation process.

When it comes to **evaluation methodology**, the evaluation shall:
- be reliable
- be transparent

[200] The five development perspectives are: poor people's perspective, gender, human rights, conflict sensitivity and the impact on the environment and climate. Please note that what we are speaking of here is how the evaluation is implemented. Any of the perspectives could also be examined by one or several of the evaluation questions.

Reliable means that the ambition at the outset is that the evaluators will handle all relevant methodological challenges so that each conclusion can be trusted beyond reasonable doubt and can hold up against external scrutiny. A lower level of reliability for specific questions is only acceptable if it is due to reasons that was not foreseeable at the outset or if it was agreed at start of the evaluation.

Transparent means that it shall be clear to the users of the evaluation how reliable each conclusion is. Hence, when a conclusion is stated it shall be clear if it is speculative or whether there are some other specific methodological considerations that affect the reliability.

Furthermore, it shall be possible for the users to understand how the evaluators handle relevant methodological challenges for each conclusion. The methodological challenges includes (to the extent relevant):

- How data was collected and processed. This includes sampling methods, interview techniques and cleaning protocol, as required by the chosen evaluation design.
- How source criticism was applied. This includes assessing the potential biases of the sources, and assessing how the sources know what they claim. When a source is triangulated it includes an assessment of whether the triangulated sources are independent from each other and/or have opposing biases.
- How the evaluators arrived at descriptive conclusions. This includes the operationalization of concepts, e.g. a description of how concepts are defined in terms of observables.
- How the evaluators inferred causality. This means describing how the evaluators move from observations (e.g. observing that the cause happened and that the effect happened), to inferring that there is a causal link between cause and effect. A respondent claiming that there was an causal effect is not, in itself, sufficient evidence, unless there has to be some reason to believe that the respondent were able to infer causality.
- How generalisation beyond the collected data is made (e.g. through representative sampling or some theory based argument). If the generalisation is based on an informal assessment, then this should be made clear to the users.

The evaluators shall have an **independent quality assurance** during the evaluation process. One aim of the quality assurance should be to ensure that the evaluation meets the quality expectations that are outlined in these ToR. Evaluators should be prepared to share the evaluation data and analysis in a GDPR compliant manner, with Sida upon request.

In addition to the criteria outlined above, the evaluation shall conform to OECD/DAC (2010) “Quality Standards for Development Evaluation” and OECD/DAC (2014) “Glossary of Key Terms in Evaluation”, as well as the OECD/DAC (2021) “Applying Evaluation Criteria Thoughtfully“.

9. Time schedule

The table below lists key deliverables for the evaluation process. Alternative deadlines for deliverables may be suggested by the consultant and negotiated during the inception phase.

Deliverables	Participants	Deadlines
1. Start-up meeting/s at Embassy of Sweden in Dar es Salaam/Dodoma/virtual TBD	Joint steering group	09.10.2025
2. Inception phase	Evaluators	Six weeks
3. Draft inception report		24.11.2025
4. Intended users read the draft inception report	Primary users	Two weeks
5. Deadline for comments from intended users to evaluators		04.12.2025 (cancelled)
6. Inception meeting A. Dar es Salaam/Dodoma/virtual TBD	Joint steering group	08.12.2025 (cancelled)
7. Revise inception report	Evaluators	Two weeks
8. Deadline final inception report		22.12.2025
9. Data collection & analysis phase	Evaluators	12.01.-20.02.2026
10. Debriefing/validation workshop(s)/ meeting(s)	Tentative participants: joint steering group +	First week of March 2026
11. Draft report writing phase and QA	Evaluators	23.02 – 31.03.2026
12. Submission of draft evaluation report		31.03.2026
13. Primary users read and comment draft report	Primary users	
14. Deadline to submit comments to evaluators		10.04.2026
15. Final report writing phase	Evaluators	13-24.04.2026
16. Final evaluation report		24.04.2026
17. Dissemination Seminar Dar es Salaam/Dodoma/virtual	Target groups: To be decided	To be decided.

10. The deliverables

The evaluators shall, during the course of the evaluation, produce a number of deliverables. These are outlined below.

10.1 The proposal

Before the evaluation starts the evaluators shall submit their proposal. This is described in the call-off document.

10.2 The inception report

The inception report will form the basis for the continued evaluation process and shall be approved by Sida before the evaluation team proceeds with the implementation. The inception report should be written in English.

The inception report should further develop the **evaluation approach**, including:

- how to apply the utilisation-focused approach e.g. how the intended users will participate in and contribute to the process
- how to apply Sida's development perspectives to the evaluation process
- how to make sure no one is harmed by the evaluation

The inception report should also develop and refine the **stakeholder analysis** that is outlined in section 4 above. The stakeholder analysis should describe:
- the different stakeholders' interests or values in the evaluation process
- the stakeholders' roles in the evaluation process
- a clear process description of stakeholder participation

During the inception phase, the evaluator and the users shall agree on who will be responsible for keeping the various stakeholders informed about the evaluation and how to ensure their participation.

The evaluators should develop the **design and methods** in detail during the inception phase and present them in the inception report. This involves describing how the methodological challenges in section 8 will be handled for each evaluation question:
- how to collect and process data
- how to apply source criticism
- how to make descriptive conclusions
- how to infer causality
- how to generalise beyond the data generated

All limitations to the evaluation design and methods shall be made explicit, in addition to any remaining underlying assumptions. The consequences of these limitations and assumptions for the evaluation outputs should be discussed. This information should usually be presented in the form of an evaluation matrix.

As a general rule, the evaluators should develop the **theory of change** of the intervention in the inception report. The inception report should at a minimum include:
- a description of the rationale for the intervention
- the objectives of the intervention
- how the evaluated intervention has – or is expected to – support end-beneficiaries
- major underlying factors/assumptions that affect the success of the intervention

The inception report should include a reassessment of the **evaluability**[201] of the evaluation questions. The reassessment can lead to that Sida agrees to adjust the evaluation questions or the scope of the evaluation, but only under the following conditions:

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201 Evaluability is defined as "the extent to which an activity or a program can be evaluated in a reliable and credible fashion."

- the reassessment of the evaluability is based on information that was not known when the evaluators accepted the proposal and which could not have been foreseen by the evaluators when they wrote the proposal, and
- the reassessment is based on things that are verifiable (at least in principle) by Sida

The inception report should include a detailed **time and work plan**, including:
- number of working days for each team member for the remainder of the evaluation
- space for reflection and learning between the intended users of the evaluation

10.3 Deliverables during the data collection and analysis phase

During the data collection and analysis phase, the evaluators will implement the data collection and analysis plan developed during the inception phase.

As mentioned above, an important component of Sida's utilisation focused approach is to enable joint knowledge creation between the evaluators and the users of the evaluation. The evaluators therefore need to plan for and conduct **participatory workshop(s)** with different key stakeholders in a relevant manner to the particular evaluation.

10.4 The final report

The final report should be no more than 40 pages excluding annexes. It shall be written in English. The report should be written in a plain, clear and unambiguous language. It should be easily understood by the primary users of the evaluation, as defined in these ToR, and the form of the report should be appropriate given the purpose(s) of the evaluation. It should have a clear structure and follow the format and instructions outlined in Sida's report template for decentralised evaluations (see Annex C). To assure these goals the report should be professionally proof-red.

The executive summary of the final report should be maximum 8 pages. In the executive summary the key findings should be presented as early as possible in the text. It should be clear to the reader how reliable each conclusion is, especially if a conclusion is based on less reliable evidence.

The executive summary should easily be understood by all intended audience(s), including both primary and secondary users. Hence, in terms of the accessibility of the language, the requirements are higher for the executive summary than for the rest of the report.

The main body of the report shall present the findings, conclusions, recommendations and lessons learned separately and with a clear distinction between them. Recommendations should flow logically from conclusions and be specific and directed to relevant intended users. It should be clear which recommendations are most important / priority to address.

Evaluation findings shall flow logically from the data, showing a clear line of evidence to support the conclusions. Conclusions should be substantiated by findings and analysis, meaning each finding should be presented in a way that clarifies what evidence it is based on and how reliable that evidence is. Hence, the reader should be able to understand how the evaluators handled all the methodological problems outlined in section 8 above, to the extent relevant (i.e. data collection and processing, source criticism, descriptive conclusions, causal inference and generalisations).

The **final report annexes** shall always include:

- the ToR
- the stakeholder analysis[202]
- the evaluation matrix (or equivalent presentation).

The inception report does not have to be included in its entirety in the final report annexes. However, major diversions from the assignment as outlined in these ToR, should be described in the final report annexes. The annexes shall describe:

- the purpose of the evaluation, specifically who is supposed to use the evaluation and for what
- how the utilisation-focused approach has been implemented during the evaluation, including how the intended users participated in and contributed to the process and how process use was facilitated, i.e. how the evaluators created space for reflection
- how the evaluators applied Sida's development perspectives to the evaluation process, and how they made sure no one was harmed by the evaluation

The final report annexes can also include evaluation management issues e.g. who was consulted when and key meetings that were held. Lists of key informants/interviewees shall only include personally identifiable data if this is deemed safe and relevant (i.e. when it is contributing to the credibility of the evaluation) based on a case based assessment by the evaluator and the commissioning unit/embassy. The inclusion of personally identifiable data in the report must always be supported by written or otherwise recorded consent.

11. Publication of the final report

The evaluator shall, upon approval by Sida/Embassy of the final report, and using Sida's template för decentralised evaluations (see Annex C) and submit it to Nordic Morning (in pdf-format) for publication and release in the Sida publication database. The order is placed by sending the approved report to Nordic Morning (sida@ljungbergs.se), with a copy to the responsible Sida Programme Officer as well as Sida's Evaluation Unit (evaluation@sida.se). Write "Sida decentralised evaluations"

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[202] The stakeholder analysis can be excluded if there is a good reason to do so, e.g. where it includes sensitive information. If so, this should be discussed and agreed with Sida before delivery of the final report.

in the email subject field. The following information must always be included in the order to Nordic Morning:

1. The name of the consulting company.
2. The full evaluation title.
3. The invoice reference "ZZ980601".
4. Type of allocation: "sakanslag".
5. Type of order: "digital publicering/publikationsdatabas.

The annex of the final report shall be submitted as a separate pdf-file.]

12. The call-off response

See the call-off inquiry document.

13. Organisation of evaluation management

This evaluation is commissioned by the Embassy of Sweden in Dar es Salaam. The primary intended users are the Embassy of Sweden in Dar es Salaam, Government of Tanzania, represented by EPforR-unit, and representative/s from FCDO.

The members of the steering group, e.g. the primary users form a steering group, which has contributed to and agreed on the ToR for this evaluation. The steering group is a decision-making body. It will approve the inception report and the final report of the evaluation. The steering group will participate in the start-up meeting of the evaluation, as well as in the debriefing/validation workshop where preliminary findings and conclusions are discussed. The Embassy will have one separate start-up meeting.

14. Budget

The maximum budget amount available for the evaluation is SEK 1 150 000.

15. Evaluation team qualification

In addition to the qualifications already stated in the framework agreement for evaluation services, the evaluation team shall include the following competencies

* The team leader shall be a designated senior education expert from the Core team, responsible for quality assurance.
* At least one member of the team, preferably the team leader, must have knowledge about Result-based financing in education.
* At least one member of team, must have experience of working in Tanzania and is familiar with the existing Government financial systems.
* All members must have very good knowledge in spoken and written English. At least one member shall be fluent in Swahili.

It is desirable if the evaluation team includes the following competencies:

* Vast experiences in Basic Education in Tanzania
* Experiences in working with LGAs

A CV for each team member shall be included in the call-off response. It should contain a full description of relevant qualifications and professional work experiences. It is important that the competencies of the individual team members are complimentary. It is highly recommended that local consultants are included in the team if appropriate.

The Consultant(s) must be independent from the evaluation object and evaluated activities, and have no stake in the outcome of the evaluation.

16. Annexes

Annex A "List of key documentation", Annex B "Data sheet on the evaluation object", Annex C "Decentralised Evaluation Report Template". Annex D "Programme Operation Manual"

Annex A: List of key documentation

Evaluation of the Sida-supported Education Program forResults (EPforR) 2014-2021, Tanzania. 2023:23 Sida Decentralised Evaluation. [Evaluation of the Sida-supported Education Program for Results (EPforR) 2014–2021, Tanzania | Sida]
Ministry of Education, Science and Technology and President's Office, Regional Administration and Local Government, Education Program for Results 2(EPforR2), Proposal for Support from Sida. February 2021.
Independent Verification Team's reports, 2022-2025.
Programme Operation Manual, and its versions.
Annual Reports, 2022-2025.

Annex B: Data sheet on the evaluation object

Information on the evaluation object (i.e. intervention)	
Title of the evaluation object	Education Program for Results EPforR II Mainland Tanzania
ID no. in PLANIt	14876
Dox no./Archive case no.	UM2021/01361/DARE
Activity period (if applicable)	2021-07-01–2026-06-30
Agreed budget (if applicable)	
Main sector	Education
Name and type of implementing organisation	Ministry of Education, Science and Technology and Presidents Office, Regional and Local Government: public sector institutions.
Aid type	OECD/DAC-category: budget/sector support.
Swedish strategy	Strategi för Sveriges utvecklingssamarbete med Tanzania 2020-2024

Information on the evaluation assignment	
Commissioning unit/Swedish Embassy	Embassy of Sweden in Dar es Salaam
Contact person at unit/Swedish Embassy	Alexandra Åhlén
Timing of evaluation (mid-term, end-of-programme, ex-post, or other)	Combined mid-term and end-of-programme
ID no. in PLANIt (if other than above).	

Annex C: Decentralised evaluation report template

[This format is a requirement for publication under the "Sida Decentralised Evaluations" report series in Sida's publication database and can be found on Sida's

Intranet (***document 11, report template***), under Our Contribution Management/Methods in Contribution Management/Evaluation/Learn from previous evaluations/Search for Evaluations.]

Annex D: Project/Programme document

PERZ – TERMS OF REFERENCE

Terms of reference for the evaluation of Programme for Education Results in Zanzibar (PERZ) 2021/22-2025/26

Date: 2025-06-13 (Updated 2026-01-14)

1. Introduction

The Strategy for Sweden's Development Cooperation with Tanzania has four result areas: 1) Human rights, democracy, the rule of law and gender equality; 2) Education; 3) Inclusive economic development and 4) Environment and climate. Result area 2 is expected to contribute to an *inclusive and gender-equal education and quality life-long learning, focusing particularly on girls and young mothers*. The main target groups are children, mostly living in rural areas and poorer urban areas as well as young mothers and vulnerable secondary school age girls. The expected change includes strengthened capacity, transparency and accountability in the education sector to support an inclusive and equitable education system.

In 2024, SEK 134.3 million has been disbursed to six interventions within the education portfolio in Tanzania. The Tanzanian government and the government of Zanzibar are the most important partners within the results-based programmes Education Programme for Results (EPforR II) and PERZ. Sida also contributes bilateral support to Karibu Tanzania Organisation (KTO) with the aim of strengthening vocational education, especially for young women and men who have dropped out of school early. The ToR have been revised after the Inception Phase to accommodate the changes in Sweden's future bilateral engagement with the United Republic of Tanzania after 31 August 2026.

2. Evaluation object: intervention to be evaluated

Zanzibar has significantly expanded school enrolment in recent years, and especially among girls. Improved enrolment rates have created pressure on the education system, despite the government's investments. Some of the main challenges include large class sizes per classroom and teacher and a shortage of qualified teachers, classrooms and teaching and learning materials. The most important policy documents within the education sector are the Zanzibar Education Policy from 2006[203] and the recently endorsed Zanzibar Education Sector Transformation Plan (ZESTP) 2023/24-2029/30, succeeding the Zanzibar Education Development Plan II. The ZESTP is reflecting several priority reforms, e.g., reverting back to six years of primary education,

[203] Revision of the Education Policy, the Education Act and associated regulatory frameworks is on-going.

integrating vocational education and training in the secondary education curricula and introducing a maximum of 45 students per class teacher and classroom by 2030.

The Ministry of Education and Vocational Training (MoEVT) under the Revolutionary Government of Zanzibar (RGoZ) is implementing PERZ covering the period 2021/22-2026/27. The overall objective is to ensure improved access and quality of Pre-Primary and Primary Education with emphasis on strengthened education delivery systems. The primary target group is students in Pre-Primary and Primary education. In addition, the programme is benefitting teachers, head teachers and school inspectors in better planning, coordination and capacity building.

PERZ receives external support from the Swedish International Development Cooperation Agency (Sida) totalling SEK 50 million with 40 million assigned for Disbursement Linked Indicators (DLI) incentivisation and the rest for capacity development and technical assistance. In 2023/2024, the Global Partnership for Education (GPE) joined the programme. The support is through the GPE III Systems Transformation Grant (STG) totalling US$ 7.5 million allocated to DLI incentivisation. The remaining amount, US$ 4,259 million, is channelled through a Fixed Tranche integrated into the RGoZ's Medium Term Expenditure Framework (MTEF).

PERZ is a Results-Based Financing (RBF) programme where funds are released upon progress towards agreed results/DLIs by the Government. The DLIs main areas of focus are improvement of the learning environment as well as improvement of management systems at the Pre-Primary and Primary education levels. This includes, for example, equitable distribution of teachers and teaching and learning materials, introduction of School Operating Budgets, Inclusive Education and increased budget allocation to the education sector. The long-term results relate to sector transformation, improvement in planning and the use of allocation protocols to ensure equal access to quality education. The achieved results are verified by an independent consultancy team each year. The performance achievement, i.e. how much in percentage that have been disbursed, reached 97,7 percent in 2023/24.

A Technical Assistance Support (TAS) team procured by Sida provides technical support and capacity building to departments and staff responsible for meeting DLI targets. In addition, Sida commissions technical assistance to support with implementation of the GPE Fixed Tranche.

A Programme Operations Manual (POM) is in place to guide the implementation of the Programme. For further information, the POM is attached as Annex D.

3. Evaluation purpose

The purpose of the evaluation is to:

- assess the relevance of the intervention and identify key lessons, successes and challenges in relation to the effectiveness of the programme;
- provide evidence for rights-holders (students, teachers, civil society) about the programme with the aim to enhance transparency and accountability;

- support the MoEVT and its partners in reflecting on PERZ achievements and lessons, to inform future education reforms and partnerships,

A short discussion paper should be added as an annex to this evaluation on areas of cooperation and synergies that can be improved between EPforR II and PERZ, including forward looking recommendations to help Sida and relevant stakeholders inform strategic decisions.

4. Evaluation users

The table below lists the primary and secondary users of the evaluation. The **primary users** will use the findings of the evaluation directly and will be involved in the evaluation during the whole process. The **secondary users** will only use the end results (e.g. as readers of the final report).

	Who	**Why**	**How to interact with them**
Primary users	Programme Specialists and National Programme Officers responsible for the Education portfolio at the Swedish Embassy in Dar es Salaam National government officials: MoEVT and its institutions, POFP	Achieve the purpose of the evaluation (as in section 3)	See section 13 (organisation of evaluation management)
Secondary users	Programme specialist for Sida's global support to GPE (unit Global Social) Policy specialist on mobilisation of private capital at Sida department for trade, private sector and financial instruments Wider development community, including potential new donors GPE-secretariat Regional and district education offices Rights-holders (students, teachers, civil society)	Learn about the funding modality and results achieved	Through the "lessons learned" section of the final report

5. Evaluation purpose: timing

The evaluation is to be carried out from October 2025 and will be finalized latest by May 2026.

6. Evaluation scope

The evaluation scope is the current programme period of PERZ. More specifically, the scope is limited to:

- time frame: July 2021 – June 2025
- geographical area: Unguja and Pemba (a sample of regional and district education offices and schools is to be decided during the inception phase)
- target groups: government officials, head teachers, teachers, school committees, students.

The scope of the evaluation is to be further elaborated by the evaluator in the inception report.

7. Evaluation questions

Relevance

1. Have the programme objectives (*Improved Access and Quality of Pre-Primary and Primary Education*) and design corresponded to the rights-holders needs and priorities in relation to contextual changes, policy changes, etc.?
2. In what way has the programme contributed, or not, to equity, gender equality and inclusion?
3. Has the programme been in tune with administrative systems from school, district, regional and national level?

Effectiveness

4. What were the major external and internal factors influencing achievement and non-achievement of the objectives?
5. How many primary and secondary schools meet the national standards of the Government regarding student/teacher, student/textbook and student/classroom ratio, % compliance with the Primary Teacher Allocation Protocol (PTAP), Teaching and Learning Material Allocation Protocol (TLMAP) and Classroom Medium Term Requirement Plan (MT-CRP)?
6. Assess the effectiveness of programme coordination and monitoring, including Technical Assistance Support (TAS) team and the Independent Verification Team (IVT).
7. What are the advantages and disadvantages of working with multiple ministries in a results-based programme when it comes to the programme's effectiveness?

Sustainability

8. How has the operational effectiveness, institutional capacity, knowledge and coordination at the MoEVT and POFP been built through the programme, and how will it be sustained after the programme/technical support is ending?
9. How far has the programme been imbedded in institutional structures and able to continue even if there were no external funding in a future phase?

10. Are there any current DLIs supporting improved sector performance that are high impact but require further time and support to be institutionalised? What changes would be needed to see them become sustainable?

Questions are expected to be further developed in the tender by the tenderer and further refined during the inception phase of the evaluation. Please note that in line with Sida's utilisation-focused approach, the final evaluation questions should always serve the overall purpose of the evaluation (the intended use and the primary users).

8. Evaluation quality

Evaluation quality concerns both the **evaluation approach**, i.e. how the evaluation work is implemented, and **evaluation methodology**, i.e. how the conclusions are made.

When it comes to the **evaluation approach**, the evaluation shall:

- be utilisation-focused
- take Sida's development perspectives into account
- make sure no one is harmed

The evaluation shall be utilisation-focused which means that the evaluators must facilitate the entire evaluation process with careful consideration of how all aspects of the evaluation will affect the use of the evaluation. Therefore, the evaluation must be planned and conducted in ways to enhance the utilisation of both the findings and of the process itself, to inform decisions and improve performance. This approach entails close interaction between the evaluators and the primary users in the evaluation assignment. The interaction must last throughout the entire evaluation process. An important component of this participatory approach is to enable joint knowledge creation between evaluators and the users of the evaluation. The evaluation process shall be adapted to major context changes if needed, so that the evaluation always continues to serve the overall purpose/intended use.

Whenever relevant the evaluation shall take Sida's five development perspectives into account, when they design and implement the evaluation.201F[204] The perspectives shall be integrated in all Sida's operations and shall therefore be considered in the evaluation design and implementation of the evaluation.

The evaluators must consider if any part of their work can harm any group, especially groups that face discrimination. If so, they need to mitigate these risks. In cases where sensitive or confidential issues are to be addressed in the evaluation, evaluators have to

[204] The five development perspectives are: poor people's perspective, gender, human rights, conflict sensitivity and the impact on the environment and climate. Please note that what we are speaking of here is how the evaluation is implemented. Any of the perspectives could also be examined by one or several of the evaluation questions.

ensure an evaluation design and process that do not put informants and stakeholders at risk in any step of the evaluation process.

When it comes to **evaluation methodology**, the evaluation shall:
- be reliable
- be transparent

Reliable means that the ambition at the outset is that the evaluators will handle all relevant methodological challenges so that each conclusion can be trusted beyond reasonable doubt and can hold up against external scrutiny. A lower level of reliability for specific questions is only acceptable if it is due to reasons that was not foreseeable at the outset or if it was agreed at start of the evaluation.

Transparent means that it shall be clear to the users of the evaluation how reliable each conclusion is. Hence, when a conclusion is stated, it shall be clear if it is speculative or whether there are some other specific methodological considerations that affect the reliability.

Furthermore, it shall be possible for the users to understand how the evaluators handle relevant methodological challenges for each conclusion. The methodological challenges includes (to the extent relevant):
- How data was collected and processed. This includes sampling methods, interview techniques and cleaning protocol, as required by the chosen evaluation design.
- How source criticism was applied. This includes assessing the potential biases of the sources and assessing how the sources know what they claim. When a source is triangulated, it includes an assessment of whether the triangulated sources are independent from each other and/or have opposing biases.
- How the evaluators arrived at descriptive conclusions. This includes the operationalization of concepts, e.g. a description of how concepts are defined in terms of observables.
- How the evaluators inferred causality. This means describing how the evaluators move from observations (e.g. observing that the cause happened and that the effect happened), to inferring that there is a causal link between cause and effect. A respondent claiming that there was a causal effect is not, in itself, sufficient evidence, unless there has to be some reason to believe that the respondent were able to infer causality.
- How generalisation beyond the collected data is made (e.g. through representative sampling or some theory based argument). If the generalisation is based on an informal assessment, then this should be made clear to the users.

The evaluators shall have an **independent quality assurance** during the evaluation process. One aim of the quality assurance should be to ensure that the evaluation meets the quality expectations that are outlined in these ToR. Evaluators should be prepared to share the evaluation data and analysis in a GDPR compliant manner, with Sida upon request.

In addition to the criteria outlined above, the evaluation shall conform to OECD/DAC (2010) "Quality Standards for Development Evaluation" and OECD/DAC (2014) "Glossary of Key Terms in Evaluation", as well as the OECD/DAC (2021) "Applying Evaluation Criteria Thoughtfully".

9. Time schedule

The table below lists key deliverables for the evaluation process. Alternative deadlines for deliverables may be suggested by the consultant and negotiated during the inception phase.

Deliverables	Participants	Deadlines
1. Start-up meeting/s at Embassy of Sweden in Dar es Salaam/MoEVT Zanzibar	Primary users	09.10.2025
2. Inception phase	Evaluators	Six weeks
3. Draft inception report		24.11.2025
4. Intended users read the draft inception report	Primary users	Two weeks
5. Deadline for comments from intended users to evaluators		04.12.2025 (cancelled)
6. Inception meeting at Embassy of Sweden in Dar es Salaam/MoEVT Zanzibar	Primary users	08.12.2025(cancelled)
7. Revise inception report	Evaluators	Two weeks
8. Deadline final inception report		22.10.2025
9. Data collection & analysis phase	Evaluators	12.01-20.02.2026
10. Debriefing/validation workshop(s)/ meeting(s)	Evaluators; Primary users	First week of March 2026
11. Draft report writing phase and QA	Evaluators	23.02 – 31.03.2026
12. Submission of draft evaluation report		31.03.2026
13. Primary users read and comment draft report	Primary users	
14. Deadline to submit comments to evaluators		10.04.2026
15. Final report writing phase	Evaluators	13-24.04.2026
16. Final evaluation report		24.04.2026
17. Dissemination Seminar Embassy of Sweden Dar es Salaam/MoEVT Zanzibar	Evaluators; Sida/GPE	Tentative 04.05.2026

10. The deliverables

The evaluators shall, during the course of the evaluation, produce a number of deliverables. These are outlined below.

10.1 The proposal

Before the evaluation starts the evaluators shall submit their proposal. This is described in the call-off document.

10.2 The inception report

The inception report will form the basis for the continued evaluation process and shall be approved by Sida before the evaluation team proceeds with the implementation. The inception report should be written in English.

The inception report should further develop the **evaluation approach**, including:
- how to apply the utilisation-focused approach e.g. how the intended users will participate in and contribute to the process
- how to apply Sida's development perspectives to the evaluation process
- how to make sure no one is harmed by the evaluation

The inception report should also develop and refine the **stakeholder analysis** that is outlined in section 4 above. The stakeholder analysis should describe:
- the different stakeholders' interests or values in the evaluation process
- the stakeholders' roles in the evaluation process
- a clear process description of stakeholder participation

During the inception phase, the evaluator and the users shall agree on who will be responsible for keeping the various stakeholders informed about the evaluation and how to ensure their participation.

The evaluators should develop the **design and methods** in detail during the inception phase and present them in the inception report. This involves describing how the methodological challenges in section 8 will be handled for each evaluation question:
- how to collect and process data
- how to apply source criticism
- how to make descriptive conclusions
- how to infer causality
- how to generalise beyond the data generated

All limitations to the evaluation design and methods shall be made explicit, in addition to any remaining underlying assumptions. The consequences of these limitations and assumptions for the evaluation outputs should be discussed. This information should usually be presented in the form of an evaluation matrix.

As a general rule, the evaluators should develop the **theory of change** of the intervention in the inception report. The inception report should at a minimum include:
- a description of the rationale for the intervention
- the objectives of the intervention
- how the evaluated intervention has – or is expected to – support end-beneficiaries
- major underlying factors/assumptions that affect the success of the intervention

The inception report should include a reassessment of the **evaluability**[205] of the evaluation questions. The reassessment can lead to that Sida agrees to adjust the evaluation questions or the scope of the evaluation, but only under the following conditions:

- the reassessment of the evaluability is based on information that was not known when the evaluators accepted the proposal and which could not have been foreseen by the evaluators when they wrote the proposal, and
- the reassessment is based on things that are verifiable (at least in principle) by Sida

The inception report should include a detailed **time and work plan**, including:

- number of working days for each team member for the remainder of the evaluation
- space for reflection and learning between the intended users of the evaluation

10.3 Deliverables during the data collection and analysis phase

During the data collection and analysis phase, the evaluators will implement the data collection and analysis plan developed during the inception phase.

As mentioned above, an important component of Sida's utilisation focused approach is to enable joint knowledge creation between the evaluators and the users of the evaluation. The evaluators therefore need to plan for and conduct **participatory workshop(s)** with different key stakeholders in a relevant manner to the particular evaluation.

10.4 The final report

The final report should be no more than 40 pages excluding annexes. It shall be written in English. The report should be written in a plain, clear and unambiguous language. It should be easily understood by the primary users of the evaluation, as defined in these ToR, and the form of the report should be appropriate given the purpose(s) of the evaluation. It should have a clear structure and follow the format and instructions outlined in Sida's report template for decentralised evaluations (see Annex C). To assure these goals the report should be professionally proof-red.

The executive summary of the final report should be maximum 8 pages. In the executive summary the key findings should be presented as early as possible in the text. It should be clear to the reader how reliable each conclusion is, especially if a conclusion is based on less reliable evidence.

The executive summary should easily be understood by all intended audience(s), including both primary and secondary users. Hence, in terms of the accessibility of the

[205] Evaluability is defined as "the extent to which an activity or a program can be evaluated in a reliable and credible fashion."

language, the requirements are higher for the executive summary than for the rest of the report.

The main body of the report shall present the findings, conclusions, recommendations and lessons learned separately and with a clear distinction between them. Recommendations should flow logically from conclusions and be specific and directed to relevant intended users. It should be clear which recommendations are most important / priority to address.

Evaluation findings shall flow logically from the data, showing a clear line of evidence to support the conclusions. Conclusions should be substantiated by findings and analysis, meaning each finding should be presented in a way that clarifies what evidence it is based on and how reliable that evidence is. Hence, the reader should be able to understand how the evaluators handled all the methodological problems outlined in section 8 above, to the extent relevant (i.e. data collection and processing, source criticism, descriptive conclusions, causal inference and generalisations).

The **final report annexes** shall always include:
- the ToR
- the stakeholder analysis.[206]
- the evaluation matrix (or equivalent presentation).

The inception report does not have to be included in its entirety in the final report annexes. However, major diversions from the assignment as outlined in these ToR, should be described in the final report annexes. The annexes shall describe:
- the purpose of the evaluation, specifically who is supposed to use the evaluation and for what
- how the utilisation-focused approach has been implemented during the evaluation, including how the intended users participated in and contributed to the process and how process use was facilitated, i.e. how the evaluators created space for reflection
- how the evaluators applied Sida's development perspectives to the evaluation process, and how they made sure no one was harmed by the evaluation

The final report annexes can also include evaluation management issues e.g. who was consulted when and key meetings that were held. Lists of key informants/interviewees shall only include personally identifiable data if this is deemed safe and relevant (i.e. when it is contributing to the credibility of the evaluation) based on a case based assessment by the evaluator and the commissioning unit/embassy. The inclusion of

[206] The stakeholder analysis can be excluded if there is a good reason to do so, e.g. where it includes sensitive information. If so, this should be discussed and agreed with Sida before delivery of the final report.

personally identifiable data in the report must always be supported by written or otherwise recorded consent.

11. Budget

The maximum budget amount available for the evaluation is SEK 800 000.

12. Publication of the final report

The evaluator shall, upon approval by Sida/Embassy of the final report, and using Sida's template för decentralised evaluations (see Annex C) and submit it to Nordic Morning (in pdf-format) for publication and release in the Sida publication database. The order is placed by sending the approved report to Nordic Morning (sida@ljungbergs.se), with a copy to the responsible Sida Programme Officer as well as Sida's Evaluation Unit (evaluation@sida.se). Write "Sida decentralised evaluations" in the email subject field. The following information must always be included in the order to Nordic Morning:

1. The name of the consulting company.
2. The full evaluation title.
3. The invoice reference "ZZ980601".
4. Type of allocation: "sakanslag".
5. Type of order: "digital publicering/publikationsdatabas.

The annex of the final report shall be submitted as a separate pdf-file.

13. The call-off response

See the call-off inquiry document.

14. Organisation of evaluation management

This evaluation is commissioned by the Swedish Embassy in Dar es Salaam. The primary intended users are programme specialists and national programme officers responsible for the Education portfolio at the Swedish Embassy in Dar es Salaam, national government officials (MoEVT and its institutions, POFP) and regional and district education offices.

The members of the steering group, e.g. the primary users, has agreed on the ToR for this evaluation, and is a decision-making body. It will approve the inception report and the final report of the evaluation. The steering group will participate in the start-up meeting of the evaluation, as well as in the debriefing/validation workshop where preliminary findings and conclusions are discussed. The Embassy will have one separate start-up meeting.

15. Annexes

Annex A "List of key documentation", Annex B "Data sheet on the evaluation object", Annex C "Decentralised Evaluation Report Template" and Annex D "Project/Programme document".

Annex A: List of key documentation

- Strategy for Sweden's development cooperation with Tanzania 2020–2024 (*extension June 2025*)
- Development assistance for a new era – freedom, empowerment and sustainable growth (“reform agenda”)
- Zanzibar Development Vision 2050
- Zanzibar Education Policy (2006)
- Zanzibar Education Sector Transformation Plan (2023/24-2029/30)
- MoEVT PERZ Annual Report (2023/24)
- IVT report (2023/24)

Annex B: Data sheet on the evaluation object

Information on the evaluation object (i.e. intervention)	
Title of the evaluation object	Programme for Education Results in Zanzibar (PERZ)
ID no. in PLANIt	13091
Dox no./Archive case no.	UM2021/01347/DARE
Activity period (if applicable)	2021-07-01 - 2026-06-30
Agreed budget (if applicable)	50 million SEK
Main sector	Education
Name and type of implementing organisation	Ministry of Education and Vocational Training (MoEVT) and President’s Office for Finance and Planning (POFP): public sector institutions
Aid type	Budget/sector support
Swedish strategy	Strategy for Sweden’s development cooperation with Tanzania 2020-2024 (extension to June 2025)

Information on the evaluation assignment	
Commissioning unit/Swedish Embassy	Embassy of Sweden, Dar es Salaam
Contact person at unit/Swedish Embassy	Rebecca Sundbom (Rebecca.sundbom@gov.se)
Timing of evaluation (mid-term, end-of-programme, ex-post, or other)	Combined mid-term/end-of-programme
ID no. in PLANIt (if other than above).	

Annex C: Decentralised evaluation report template

Annex D: PERZ Programme Operations Manual

Annex 2: Evaluation Matrices

The Evaluation Matrices for EPforR II and PERZ were prepared as part of the Inception Period and served as guidance to the preparation of interview guides and checklists.

EPFORR II EVALUATION MATRIX

DAC Criteria and Evaluation Questions (EQs)	Evaluation indicators	Data collection sources and methods	Data analysis methods
EQ 1 Relevance: Did the programme do the right things to respond to the needs of intended beneficiaries?			
1.1 Have the programme objectives (equitable access to quality education) and **design corresponded to beneficiaries'**204F[207] **needs and priorities in relation to contextual changes** such as	Needs of beneficiaries of different age, sex and regions have been equally met. Beneficiaries' needs have been considered in	• Literature review: Programme documents including ToC, results framework, programme operations manuals, programme reports, DLI verification reports; educations sector policies and strategic plans; data analysed/ baseline survey informing programme design • Semi-structured key informant interviews (Government ministries, agencies and	ToC reconstruction and analysis to assess relevance of the ToC/pathway to change in addressing beneficiary needs and priorities Qualitative analysis of data from documents, key informants and focus

[207] EPforRII primary beneficiaries are students in primary and secondary schools, and students with special needs. Secondary beneficiaries include teachers, headteachers SQAOs and LGAs.

population growth, policy changes, etc.?	programme planning and implementation. The programme objectives and design have changed when there have been relevant contextual changes.	institutions including MoEST agencies and institutions, President's Office, Regional Administration and Local Government, Local education officials, development partners including World Bank, Canada, GPE, Sida etc), school principals and teachers, civil society and private sector; Technical assistance team, and Verification team • Focus group discussion e.g. Parents, students and community leaders	group discussions; and triangulation of data
1.2 In what way has the programme contributed, or not, to **equity, gender equality and inclusion**?	Increased number of female students and PWDs enrolled Evidence of targeting populations left behind or neediest populations Trends in outcome DLIs disaggregated by sex, education level and LGAs	• Literature review: including programme document, results framework, ToC, programme reports; programme data on relevant indicators; DLI verification reports • Semi-structured interviews (Government ministries, agencies and institutions including MoEST agencies and institutions, President's Office, Regional Administration and Local Government, Local education officials, development partners including World Bank, Canada, FCDO, GPE, Sida etc), school principals and teachers, civil society and private sector; Technical assistance team, and Verification team • Focus group discussion e.g. Parents, students and community leaders	ToC reconstruction and analysis using contribution analysis method to assess programme contribution to equity, gender equality and inclusion Quantitative analysis of programme data disaggregated by gender, disability, regions and if possible, districts covering key indicators including enrolment, retention, transition and learning outcomes Qualitative analysis of data from documents, key informants and focus group discussions; and triangulation of data
1.3 Has the intervention **been in tune with administrative systems** from school management, Local Government Authorities and central level?	Degree of alignment and harmonisation with government systems Degree to which institutions in the administration system played their roles in implementation	• Literature review: Programme Operations Manuals, Programme reports; SoPs, guidelines or manuals for financial, procurement, monitoring and reporting etc; monitoring reports • interviews (Government ministries, agencies and institutions including MoEST agencies and institutions, President's Office, Regional Administration and Local Government, Local	Qualitative analysis of data from documents and key informants; and triangulation of data

	Degree to which institutions have capacity to deliver their mandates	education officials, development partners including World Bank, Canada, GPE, Sida etc), school principals and teachers, civil society and private sector; Technical assistance team, and Verification team	
1.4 Recommendations on the **way forward per DLI**; grade DLIs from least relevant to most relevant, particularly when it comes to the poverty perspective, national ownership and sustainability	n.a.	• Literature review: Programme Reports, POMs, Minutes of SMT and Technical Committee meetings, DLI Verification Reports, programme data on DLIs • Semi-structured key informant interviews • Focus group discussion	Synthesis of the findings of the evaluation to identify conclusions and recommendations Validation of findings and recommendations by key stakeholders Analysis/ranking of DLIs against poverty perspective, national ownership and sustainability
EQ 2 Effectiveness: Were intended programme objectives achieved?			
2.1 What were the major **external and internal factors** influencing achievement and non-achievement of the objectives?	Evidence of factors accounting for achievement and non-achievement of objectives Lessons learned on influencing factors identified and shared	• Literature review: Programme annual reports; supervision and monitoring reports, minutes/ reports of programme review meetings; DLI verification reports; Minutes of SMT and Technical Committee meetings • Context analysis? • Semi-structured key informant interviews Government ministries, agencies and institutions including MoEST agencies and institutions, President's Office, Regional Administration and Local Government, Local education officials, development partners including World Bank, Canada, GPE, Sida etc), school principals and teachers, civil society and private sector; Technical assistance team, and Verification team. • Focus group discussion e.g. Parents, students and community leaders	ToC reconstruction and analysis to assess extent to realisation intended causal linkages and assumptions and identify factors influencing achievement of intended results Qualitative analysis of data from documents, key informants and focus group discussions; and triangulation of data

2.2 Review how EPforRII programme design helped / hindered **donor participation and alignment**. What lessons can be learnt from this and how could GoT and its DP-partners strengthen processes and platforms for donor harmonisation (if assessed as valuable with stronger donor harmonisation)?	Evidence of functioning of platforms and processes for donor participation, harmonisation and alignment Lessons learned on influencing factors identified and shared. Synergies across donor supported programmes.	• Literature review: Minutes and reports of donor/ partner coordination platforms; documentation on joint planning and programme reviews • Semi-structured key informant interviews (donor representatives including World Bank, Canada, Sida, GPE etc); and government officials including MoEST institutions and agencies; LGA level government officials and school level principal and teachers	Qualitative analysis of data from documents, key informants; and triangulation of data
2.3 What are the advantages and disadvantages of the following when it comes to the **programme's effectiveness**? a. The **level of alignment with national systems**, especially the decentralised education system. b. Working with **multiple donors in a result-based programme**. c. Working with **multiple ministries in a result-based programme**. d. Working with **multiple relevant institutions** within the Ministry of Education, Science and Technology	Evidence of the following factors enabling(advantages) or hindering (disadvantages) 205F[208]achievement of programme DLIs • alignment with national systems identified • Multiple donor collaboration in a result-based programme • Multiple ministries collaboration in a result-based programme • Multiple institutions within MoEST engagement in	• Literature review: Programme annual reports, DLI verification reports; minutes and reports of coordination meetings • Semi-structured key informant interviews: Government ministries, agencies and institutions including MoEST agencies and institutions, President's Office, Regional Administration and Local Government, Local education officials, development partners including World Bank, Canada, GPE, Sida etc), civil society and private sector; Technical assistance team, and Verification team	Qualitative analysis of data from documents, key informants and triangulation of data

[208] An advantage could also mean a factor facilitating or enabling achievement of results, while disadvantage could mean the opposite – a factor hindering achievement of intended result.

e. Broad based **programme coverage with multiple reform areas** being supported by numerous DLIs, or a more tightly focussed area of support, being supported by fewer DLIs	programme implementation • programme coverage: multiple reform areas supported by numerous DLIs or more focused support by few DLIs		
2.4 What **changes** did the programme introduce in the processes, services, systems or procedures and what drove the reforms?	Evidence of organisational changes at all levels Factors that made the changes possible	• Literature review: Documentation of reforms in processes, services, systems and procedures (guidelines, circulars, training modules etc.), programme annual reports • Semi-structured key informant interviews: Government ministries, agencies and institutions including MoEST agencies and institutions, President's Office, Regional Administration and Local Government, Local education officials, development partners including World Bank, Canada, GPE, Sida etc), school principals and teachers, civil society and private sector; Technical assistance team, and Verification team • Focus group discussions with parents and students	Qualitative analysis of data from documents, key informants and focus group discussions; and triangulation of data
2.5 Were **key institutions or decision-makers** that could have influenced the programme outcomes **omitted** from or insufficiently included in the programme structure or insufficiently "rewarded" for their role? If so, what potentially would be the implications in respect to transaction costs, decision making processes and	Documentation of non-involvement of possible relevant stakeholders - or proof of inclusiveness. Appropriateness of criteria used to determine the level of "reward" given to institutions	• Literature review: Programme reports • Semi-structured key informant interviews: Government ministries, agencies and institutions including MoEST agencies and institutions, President's Office, Regional Administration and Local Government, Local education officials, development partners including World Bank, Canada, GPE, Sida etc), school principals and teachers, civil society and private sector; Technical assistance team, and Verification team	Qualitative analysis of data from documents, key informants and triangulation of data

timelines had they been included? (NECTA, TIE, PO-PSM)			
2.6 How many primary and secondary schools meet the national standards of the Government regarding **% compliance with teacher allocation protocol**206F[209]; student/textbook ratios, student-teacher ratio; student/class-room ratio; and water and sanitation hygiene (WASH) facilities207F[210]'.	Number and percentage of primary and secondary schools meeting set standards Documented targets and goals verified.	• Education data: e.g Annual School Census • Literature review: DLI verification reports • Semi-structured key informant interviews: Programme reports • Semi-structured key informant interviews: Government ministries, agencies and institutions including MoEST agencies and institutions, President's Office, Regional Administration and Local Government, Local education officials, development partners including World Bank, Canada, GPE, Sida etc), school principals and teachers, civil society and private sector; Technical assistance team, and Verification team	Quantitative analysis of education data Qualitative analysis of data from documents, key informants; and triangulation of data
2.7 Assess **effectiveness of programme coordination and monitoring**, including technical assistance team and the verification team.	Programme coordination and monitoring mechanisms functioned Programme coordination and monitoring mechanisms contributed to achievement of results (including informing decision making and course correction)	• Literature review: Monitoring reports, DLI verification reports; minutes and reports of relevant meetings that used monitoring data • Semi-structured key informant interviews: Government ministries, agencies and institutions including MoEST agencies and institutions, President's Office, Regional Administration and Local Government, Local education officials, development partners including World Bank, Canada, GPE, Sida etc);	Qualitative analysis of data from documents, key informants; and triangulation of data

209 Teacher allocation is based upon a maximum number of students per stream

210 Infrastructure is not a DLI in the program but due to how much funding from EPforR, the government of Tanzania has spent on construction, renovation, and WASH-facilities, infrastructure enhancement in the sector should be assessed as a result emerging from the programme.

		Technical assistance team, and Verification team	
EQ 3 Sustainability: Will the benefits and changes last after the programme intervention?			
3.1 How far has the programme been **imbedded in institutional structures** and able to continue even if there were no external funding in a future phase?	Documented and verified examples of institutional sustainability (budget allocations, human resources, official mandate).	• Literature review: Documentation on institutional capacity building e.g. technical assistance reports • Semi-structured key informant interviews: Government ministries, agencies and institutions including MoEST agencies and institutions, President's Office, Regional Administration and Local Government, Local education officials, development partners including World Bank, Canada, GPE, Sida etc); Technical assistance team, and Verification team	Qualitative analysis of data from documents, key informants; and triangulation of data
3.2 Are there any **current DLIs supporting improved sector performance** that are high impact208F[211] but require further time and support to be institutionalised? What changes would be needed to see them become sustainable?	Evidence of relative importance of DLIs Measures for sustainability of DLIs	• Literature review: Programme Annual Reports and DLI verification reports • Semi-structured key informant interviews: Government ministries, agencies and institutions including MoEST agencies and institutions, President's Office, Regional Administration and Local Government, Local education officials, development partners including World Bank, Canada, GPE, Sida etc); Technical assistance team, and Verification team	Qualitative analysis of data from documents, key informants; and triangulation of data
3.3 How has the **operational effectiveness and institutional capacity** (e.g.,	Evidence of operational effectiveness and	• Literature review: Documentation of capacity strengthening – capacity assessment reports, capacity building reports (training, mentorship	Qualitative analysis of data from documents, key informants and focus

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structure/operations/governance) knowledge and planning at MoF, MoEST and PORALG (including LGA) been built through programme and how will it be sustained after the programme ending?	institutional capacity strengthening Likelihood of sustainability of capacity strengthening results/achievements Evidence of results-based management being integrated into government systems	etc); operations and systems development TA and other reports • Semi-structured key informant interviews: Government ministries, agencies and institutions including MoEST agencies and institutions, President's Office, Regional Administration and Local Government, Local education officials, development partners including World Bank, Canada, GPE, Sida etc); Technical assistance team, and Verification team	group discussions; and triangulation of data
3.4 Which **changes to Government's administrative systems** would need to be sustained for benefits to be continued and for a new phase to be effective? Are these sustainable: if not, why not and what would the impact be?	Evidence of changes in government administrative systems necessary for sustaining programme gains/ results Gaps in government's administrative systems identified and qualified Likelihood of sustainability of critical changes in government administrative systems	• Literature review: Documentation of changes to government administrative systems (regulations and guidelines, procedures etc) • Semi-structured key informant interviews: Government ministries, agencies and institutions including MoEST agencies and institutions, President's Office, Regional Administration and Local Government, Local education officials, development partners including World Bank, Canada, GPE, Sida etc); school principals and teachers; Technical assistance team, and Verification team	Qualitative analysis of data from documents, key informants; and triangulation of data

PERZ EVALUATION MATRIX

DAC Criteria and Evaluation Questions (EQ)	Evaluation indicators	Data collection sources and method	Data analysis
EQ 1 Relevance: Did the programme do the right things to respond to the needs of intended beneficiaries?			
1.1 Have the programme objectives (*Improved Access and Quality of Pre-Primary and Primary Education*) and design corresponded to the **rights-holders needs and priorities** in relation to contextual changes, policy changes, etc.?	Needs of beneficiaries of different age, sex and regions have been equally met Beneficiaries' needs have been considered in programme planning and implementation The programme objectives and design have changed when there have been relevant contextual changes	• Literature review: Programme documents including ToC, results framework, programme operations manuals, programme reports, DLI verification reports; educations sector policies and strategic plans; data analysed/ baseline survey informing programme design, including studies/reports reflecting rights-holders perspective. • Semi-structured key informant interviews (Government ministries, agencies and institutions including MoEST agencies and institutions, President's Office, Regional Administration and Local Government, Local education officials, development partners including World Bank, GPE, Sida etc), school principals and teachers, civil society and private sector; Technical assistance team, and Verification team • Focus group discussion e.g. Parents, students and community leaders	ToC reconstruction and analysis to assess relevance of the ToC/pathway to change in addressing beneficiary needs and priorities Qualitative analysis of data from documents, key informants and focus group discussions; and triangulation of data
1.2 In what way has the programme contributed, or not, to **equity, gender equality and inclusion**?	Increased number of female students and PWDs enrolled Evidence of targeting populations left behind or neediest populations Trends in outcome DLIs disaggregated by sex, education level and LGAs	• Literature review: including programme document, results framework, ToC, programme annual reports; programme data on relevant indicators; DLI verification reports • Semi-structured interviews (Government ministries, agencies and institutions including MoEST agencies and institutions, President's Office, Regional Administration and Local Government, Local education officials, development partners including World Bank, GPE, Sida etc), school principals and teachers, civil society and private sector; Technical assistance team, and Verification team • Focus group discussion e.g. Parents, students and community leaders	ToC reconstruction and analysis using contribution analysis method to assess programme contribution to equity, gender equality and inclusion Quantitative analysis of programme data disaggregated by gender, disability and districts covering key indicators including enrolment, retention, transition and learning outcomes

			Qualitative analysis of data from documents, key informants and focus group discussions; and triangulation of data
1.3 Has the programme been **in tune with administrative systems** from school, district, regional and national level?	Degree of alignment and harmonisation with government systems Degree to which institutions in the administration system played their roles in implementation Degree to which institutions have capacity to deliver their mandates	• Literature review: Programme Operations Manuals; Programme reports; SoPs, guidelines or manuals for financial, procurement, monitoring and reporting etc; monitoring reports • Interviews: Government ministries, agencies and institutions including MoEST agencies and institutions, President's Office, Regional Administration and Local Government, Local education officials, development partners including World Bank, GPE, Sida etc), school principals and teachers, civil society and private sector; Technical assistance team, and Verification team	Qualitative analysis of data from documents and key informants; and triangulation of data
1.4 How could existing **DLIs** be made more relevant and what additional DLIs should be considered?	n.a.	• Literature review: Programme Reports, POMs; Minutes of ZESC/LEG/PSC/PMT meetings, DLI Verification Reports, programme data on DLIs • Semi-structured key informant interviews: Government ministries, agencies and institutions including MoEST agencies and institutions, President's Office, Regional Administration and Local Government, Local education officials, development partners including World Bank, GPE, Sida etc.), school principals and teachers, civil society and private sector; Technical assistance team, and Verification team • Focus group discussion e.g. with parents, students and community leaders	ToC reconstruction and analysis Quantitative analysis of achievement of DLIs, Qualitative analysis of data from documents, key informants and focus group discussions; and triangulation of data
EQ 2 Effectiveness: Were intended programme objectives achieved?			
2..1 What were the major **external and internal factors** influencing achievement and non-achievement of the objectives?	Evidence of factors accounting for achievement and non-achievement of objectives	• Literature review: Programme reports; supervision and monitoring reports, minutes/ reports of programme review meetings; DLI verification reports; Minutes of ZESC/LEG/PSC/PMT meetings. • Context analysis	ToC reconstruction and analysis to assess extent to realisation intended causal linkages and assumptions and identify factors

	Lessons learned on influencing factors identified and shared.	• Semi-structured key informant interviews Government ministries, agencies and institutions including MoEST agencies and institutions, President's Office, Regional Administration and Local Government, Local education officials, development partners including World Bank, GPE, Sida etc), school principals and teachers, civil society and private sector; Technical assistance team, and Verification team. • Focus group discussion e.g. Parents, students and community leaders	influencing achievement of intended results Qualitative analysis of data from documents, key informants and focus group discussions; and triangulation of data
2 ..2 How many primary and secondary schools meet the **national standards of the Government** regarding student/teacher, student/textbook and student/classroom ratio, % compliance with the Primary Teacher Allocation Protocol (PTAP), Teaching and Learning Material Allocation Protocol (TLMAP) and Classroom Medium Term Requirement Plan (MT-CRP)?	Number and percentage of primary and secondary schools meeting set standards Documented targets and goals verified.	• Education data: E.g annual school census • Literature review: DLI verification reports • Semi-structured key informant interviews: Programme reports • Semi-structured key informant interviews: Government ministries, agencies and institutions including MoEST agencies and institutions, President's Office, Regional Administration and Local Government, Local education officials, development partners including World Bank, GPE, Sida etc.), school principals and teachers, civil society and private sector; Technical Assistance team, and Verification team	Quantitative analysis of education data Qualitative analysis of data from documents, key informants; and triangulation of data
2.3 Assess the **effectiveness of programme coordination and monitoring**, including Technical Assistance Support (TAS) team and the Independent Verification Team (IVT).	Programme coordination and monitoring mechanisms functioned Programme coordination and monitoring mechanisms contributed to achievement of results (including informing decision making and course correction)	• Literature review: Monitoring reports, DLI verification reports; minutes and reports of relevant meetings that used monitoring data • Semi-structured key informant interviews: Government ministries, agencies and institutions including MoEST agencies and institutions, President's Office, Regional Administration and Local Government, Local education officials, development partners including World Bank,	Qualitative analysis of data from documents, key informants; and triangulation of data

	Effectiveness documented and verified. Recommendations from TA and IVT are followed and integrated in programme implementation.	GPE, Sida etc); Technical assistance team, and Verification team	
2.4 What are the advantages and disadvantages of working with multiple ministries in a results-based programme when it comes to the programme's **effectiveness**?	Evidence on alignment with national systems identified. Lessons learned from multiple ministries engagement / collaboration identified with focus on strengths and challenges. Advantages of RBM identified.	• Literature review: Programme reports, DLI verification reports; minutes and reports of coordination meetings • Semi-structured key informant interviews: Government ministries, agencies and institutions including MoEST agencies and institutions, President's Office, Regional Administration and Local Government, Local education officials, development partners including World Bank, GPE, Sida etc), civil society and private sector; Technical assistance team, and Verification team	Qualitative analysis of data from documents, key informants; and triangulation of data
EQ 3 Sustainability: Will the benefits and changes last after the programme intervention?			
3.1 How has the operational effectiveness, institutional capacity, knowledge and coordination at the MoEVT and POFP been built through the programme, and **how will it be sustained** after the programme/technical support is ending?	Evidence of operational effectiveness and institutional capacity strengthening Measures for and likelihood of sustainability of capacity strengthening results/achievements	• Literature review: Documentation of capacity strengthening – capacity assessment reports, capacity building reports (training, mentorship etc); operations and systems development TA and other reports • Semi-structured key informant interviews: Government ministries, agencies and institutions including MoEST agencies and institutions, President's Office, Regional Administration and Local Government, Local education officials, development partners including World Bank, Canada, GPE, Sida etc); Technical assistance team, and Verification team	Qualitative analysis of data from documents, key informants and focus group discussions; and triangulation of data
3.2 How far has the programme been **imbedded in institutional structures** and able to continue	Documented and verified examples of institutional sustainability (budget	• Literature review: Documentation on institutional capacity building e.g. technical assistance reports • Semi-structured key informant interviews: Government ministries, agencies and institutions including MoEST	Qualitative analysis of data from documents, key informants; and triangulation of data

even if there were no external funding in a future phase?	allocations, human resources, official mandate). Evidence of results-based management being integrated into government systems	agencies and institutions, President's Office, Regional Administration and Local Government, Local education officials, development partners including World Bank, GPE, Sida etc); Technical assistance team, and Verification team	
3.3 Are there any current DLIs supporting **improved sector performance** that are high impact209F[212] but require further time and support to be institutionalised? What changes would be needed to see them become sustainable?	Evidence of relative importance of DLIs Measures for sustainability of DLIs	• Literature review: DLI verification reports Semi-structured key informant interviews: Government ministries, agencies and institutions including MoEST agencies and institutions, President's Office, Regional Administration and Local Government, Local education officials, development partners including World Bank, Canada, GPE, Sida etc); Technical assistance team, and Verification team	Qualitative analysis of data from documents, key informants; and triangulation of data

[212] High impact is understood as DLIs contributing most to education outcomes – transition and learning outcomes (3Rs) and parity.

Annex 3: Interview checklists

Interview checklists were prepared for main categories of informants, i.e. programme management structures, implementing institutions, development partners, technical assistance and independent verification teams, local government authorities, teachers, school management committees and parents, teachers and students. Interview checklists in Kiswahili were prepared for focus group discussions with school committees, parents and students. The interview checklists for different categories differed in terms of main focus areas.

The interview checklist Teachers, School Committees/Boards and Students in English and Kiswahili is included here as example:

Guiding notes/Vidokezo vya Matumizi

A. **Teachers:** Focus on pedagogy, inclusion, and professional support. Zingatia mbinu za ufundishaji, ujumuishi, na msaada wa kitaaluma.
B. **School Committee:** Emphasize governance, accountability, and community engagement. Elekeza kwenye utawala, uwajibikaji, na ushirikishwaji wa jamii
C. **Students:** Keep questions simple, related with curt needs and future dreams Maswali yawe rahisi, yanayohusiana na maisha yao na matarajio ya baadaye.

A. Teachers/Walimu

Relevance / Uhusiano	
1. Are teaching methods aligned with student learning needs? • Je, mbinu za ufundishaji zinaendana na mahitaji ya wanafunzi?	
2. How relevant are training/resources provided to your classroom context (boys, girls, PWD etc? • Je, mafunzo/rasilimali unazopewa zinafaa kwa mazingira ya ufundishaj kwa darasa lako? Toa mfano (Wavulana, wasichana, wenye ulemavu nk)	
3. Do current education policies, strategies and guidelines support inclusive teaching (age, gender, disability) • Je, sera na miongozo ya elimu iliyopo zinawezesha ufundishaji jumuishi (Umri, jinsia, ulemavu)?	
4. *From* your perspective as teachers, what aspects of learning or skills do you feel should be part of the school curriculum but are currently missing?" • Kwa mtazamo wenu kama walimu, ni vipengele gani vya kujifunza au ujuzi mnahisi vinapaswa *kuwa sehemu ya mtaala wa shule lakini kwa sasa havipo?"*	
Effectiveness / Ufanisi	
5. How effective are the teaching practices at school level in improving student performance? • Je, mbinu za ufundishaji hapa shuleni zinafanikisha kuboresha matokeo ya wanafunzi?	
6. What factors contribute/impact on teaching performance and effectiveness? • Ni mambo gani yanayochangia/kuathiri utendaji na ufanisi wa ufundishaji?”	
7. What evidence shows improved inclusion in classrooms? • Kuna ushahidi au mifano gani inayo onyesha kuboreshwa kwa masuala jumuishi shuleni/darasani?	

8. How well do you assess student progress beyond exams? • Unapimaje maendeleo ya wanafunzi zaidi ya ufaulu wa mitihani?	
Sustainability / Uendelevu	
9. What systems exist to ensure ongoing teacher support/training? • Ni mifumo gani ipo kuhakikisha msaada na mafunzo ya walimu yanaendelea?	
10. How resilient are teaching practices to policy/funding changes? • Je, mbinu za ufundishaji zinaweza kuhimili mabadiliko ya sera/ufadhili?	
11. How resilient are teaching practices to policy/funding changes? • Je, mbinu za ufundishaji zinaweza kuhimili mabadiliko ya sera/ufadhili?	
12. If you were to suggest one change to make the school better for everyone, what would that be? B. Kama ungeweza kupendekeza badiliko moja la kuboresha shule kuwa sehemu bora kwa kila mwanfunzi/mtu, ungependekeza nini?	

B. School Board/Committee/Bodi/Kamati ya Shule

Relevance/Uhalisia	
1. Do school priorities reflect community needs? • Je, vipaumbele vya shule vinaakisi mahitaji ya jamii?	
2. How relevant are committee decisions to improving learning outcomes? • Maamuzi ya kamati yana uhusiano gani na kuboresha matokeo ya kujifunza?	
3. As a school committee, what learning areas/programs do you feel should have been included to better serve students and the community, but are currently missing? • Kama kamati ya shule, ni maeneo gani ya kujifunza au programu mnahisi inapaswa kujumuishwa ili kwa mahitaji ya wanafunzi, lakini kwa sasa hayapo?	
Effectiveness/Ufanisi	
4. How effective are accountability mechanisms for resource use? • Je, mifumo ya uwajibikaji wa matumizi ya rasilimali inafanya kazi kwa ufanisi?	
5. What strategies have reduced absenteeism/dropouts? • Ni mbinu zipi zimepunguza utoro na kuacha shule?	
6. How well do you monitor school program outcomes? • Je, mnafanyaje ufuatiliaji wa matokeo ya programu za shule?	
Sustainability/Uendelevu	
7. How committed is the committee to maintaining transparency and accountability • Je, kamati imejizatiti kudumisha uwazi na uwajibikaji?	
8. Are parents/community engaged enough to sustain initiative • Je, Wazazi/jamii wanahusishwa vya kutosha kudumisha miradi ya shule? 	
9. What financial/resource strategies exist after donor support ends? • Kuna mikakati gani ya kifedha/rasilimali baada ya ufadhili wa wafadhili kuisha?	

C. Students

Relevance	
1. What is one thing you enjoy about being part of this school? • Ni jambo gani moja unalolifurahia kwa kuwa sehemu ya shule hii?	
2. Do subjects taught feel meaningful to your future goals? • Je, masomo mnayojifunza yana maana kwa malengo ya Maisha ya baadaye?	
3. Are school activities relevant to your interests and needs? • Shughuli za shule zinaendana na mahitaji na maslahi yenu?	

4. What *do you feel should have been included in your learning at school, but is currently missing?"* • *Ni* mambo *gani mnahisi yanapaswa kuwa sehemu ya kujifunza shuleni, lakini kwa sasa hayapo?"*	
Effectiveness / Ufanisi	
5. Do teachers support you when you struggle? • Je walimu wanakusaidia unapokutana na changamoto?	

Annex 4: List of documents

GENERAL DOCUMENTS

Sida policies, strategies and guidelines and EPforR I

- Strategi för Sveriges utvecklingssamarbete med Tanzania 2020-2024, Regeringskansliet, Utenriksdepartementet (only in Swedish)
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- Development Assistance for a New Era Freedom, empowerment and sustainable growth, Government Offices of Sweden, Ministry of Foreign Affairs, 2023
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- Sida's Evaluation Handbook, Guidelines and Manual for Conducting Evaluations at Sida, External Version, Sida, April 2020
- Evaluation of the Sida-supported Education Program for Results (EPforR) 2014–2021, Tanzania, Final Report, Niras, Sida 2020:23, September 2020

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- NATIONAL FIVE-YEAR DEVELOPMENT PLAN 2021/22–2025/26 Realising Competitiveness and Industrialisation for Human Development, Vision 2025, Ministry of Finance and Planning, United Republic of Tanzania, June 2021
- MEWAKA National Teacher Development Reform in Tanzania Design-Based Implementation Research Cycle 1 Findings, EdTech Hub, Aga Khan Foundation, UKAid, UNICEF and World Bank, January 2024.
- THE TANZANIA DEVELOPMENT VISION 2050 (DIRA 2050), United Republic of Tanzania, 2025
- National Basic Education Statistics in Tanzania (BEST), Ministry of Education, Science and Technology, United Republic of Tanzania, 2025
- EDUCATION SECTOR PERFORMANCE REPORT FOR THE FINANCIAL YEAR 2024/25, Ministry of Education, Science and Technology, United Republic of Tanzania, October 2025

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- Grant Agreement between Sweden and the Government of the United Republic of Tanzania regarding Education Programme for Results II Phase II (EPforR II), Sida Contribution 14876,signed 05.10.2021

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- Programme Operations Manual, EPforR II, Ministry of Education, Science and Technology, United Republic of Tanzania, n.d. (14.04.2023)
- Programme Operations Manual, EPforR II, Ministry of Education, Science and Technology, United Republic of Tanzania, revised version, June 2024
- Tanzania Education Programme for Results II, Revised Version, Ministry of Education, Science and Technology & PORALG, March 2025
- Programme Operations Manual, EPforR II, Ministry of Education, Science and Technology, United Republic of Tanzania, revised version, April 2025

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- Education Programme for Results (EPforR II) Annual Report 2022, Ministry of Education, Science and Technology & PORALG, United Republic of Tanzania, 18. 10.2022
- Education Programme for Results (EPforR II) Annual Report 2023, 06.10.2023
- EDUCATION PROGRAMME FOR RESULTS – (EPforR II) ANNUAL REPORT 2024, Ministry of Education, Science and Technology & PORALG, United Republic of Tanzania, OCTOBER 2024.
- EDUCATION PROGRAMME FOR RESULTS – (EPforR II) ANNUAL REPORT 2025, Ministry of Education, Science and Technology & PORALG, United Republic of Tanzania, October 2025.

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- Tanzania Education Programme for Results II Verification 2021/22 Final Verification Report, Oxford Policy Management, 25.11.2022
- Tanzania Education Programme for Results II Verification 2022/23 Final Verification Report, Oxford Policy Management, 11.11.2023
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- Education Policy, The Revolutionary Government of Zanzibar, Ministry of Education and Vocational Training, 2006
- Zanzibar Development Vision 2050, The Revolutionary Government of Zanzibar, October 2020
- Zanzibar Education Sector Transformation Plan (ZESTP), Fiscal year 2023/24 - 2029/30, The Revolutionary Government of Zanzibar, Ministry of Education and Vocational Training (MoEVT), May 2024

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- SWEDEN BILATERAL SUPPORT TO THE EDUCATION SECTOR - PROPOSED PROGRAMME 2021/22-2026/27, REVOLUTIONARY GOVERNMENT OF ZANZIBAR, MINISTRY OF EDUCATION AND VOCATIONAL TRAINING, draft, 24.03.2021
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- Zanzibar Education Allocation Protocols 2023-27 (Zanzibar Allocation Guide Overview v 1)
- Zanzibar Allocation Protocols Teachers, Classrooms & Textbooks, 2025 General Presentation (2 Allocation Protocol 2025 General Presentation)
- Zanzibar Primary Teacher Allocation Protocol (Z P TAP) Guide 2025 (Z TAP Technical Guide v 1)
- Primary Education Effectiveness, Equity & Efficiency , 09.05.2022 (Present to PS Key Issues 2022)
- Zanzibar Progress update on selected PERZ DLIs, 10.06.2025 (Present to PS Key Issues 2024)
- Primary Education Zanzibar Classroom Allocation Protocol (Z CAP), 19.10.2023 (Z CAP concept 2023 SMT 18102023)
- Importance of Primary Classroom provision, April 2024 (Classrooms and student learning hours v1)
- Zanzibar Primary Classroom Requirements medium term needs assessment 2023-2030, June 2024 (Zanz Prim Classroom Requirements medium term needs assessment max 45 final draft for submission to SMT 210624 -DQ)
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- Proposal for measuring and monitoring Primary Classroom provision, 09.10.2025 (Metric for measuring Classroom compliance proposal v1)
- Summary Progress CAP 2025 - Key Files to reference (Summary Progress Z CAP 2025)
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- Zanzibar TLMAP 2022, 23.06.2023 (Zanz TLMAP 2022 overview)
- Options for setting Zanzibar PTLMAP target 2024 (and potentially up to 2030), 17.07.2024 (PTLMAP targets 2024 and onwards options final)
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- Questions to cover for Zanzibar DLIs, n.d.

GLOBAL PARTNERSHIP FOR EDUCATION

- Mid-term review Memo, Partnership Compact (2022-2030), Ministry of Education, Science and Technology, United Republic of Tanzania, 25.06.2025
- Midterm Review Report, Partnership Compact (2022-2030), Ministry of education, Science and Technology, United Republic of Tanzania, July 2025
- PARTNERSHIP COMPACT SNAPSHOT COUNTRY REPORT: TANZANIA-JULY 2025
- Results/Monitoring, Evaluation and Learning (MEL) Framework, 25.07.2025, Partnership Compact (2022-2030), Ministry of Education, Science and Technology, United Republic of Tanzania,
- Towards Inclusive Quality Learning Outcomes, Partnership Compact: 2021/22 - 2029/30, Ministry of Education, Science and Technology, United Republic of Tanzania, 25.06.2025
- Programme Document Teacher Support Programme (TSP), Revised to Integrate 2024 Additional Financing (AdF) from the Compact Triggers (Top Up) and Multiplier Grant (MG), United Republic of Tanzania Ministry of Education, Science and Technology (MoEST), Approved by ESDC/LEG of 10th March 2025
- Programme Document Teacher Support Programme (TSP), Revised to Integrate 2024 Additional Financing (AdF) from the Compact Triggers (Top Up) and Multiplier Grant (MG), United Republic of Tanzania Ministry of Education, Science and Technology (MoEST), Approved by ESDC/LEG of 10th March 2025
- GPE 2025 Results Framework for Tanzania Mainland
- GPE 2025 Results Framework for Tanzania Zanzibar

Annex 5: List of interviews

EPFORR II - LIST OF INTERVIEWS

#	Position	Organisation	Physical /online
	Development Partners		
1	Programme Officer	SIDA	Physical
2	Programme Officer	SIDA	Physical
3	Embassy controller	Sida Embassy	Physical
4	Embassy controller	Sida Embassy	Physical
5	Programme Officer	GPE	Physical
6	Manager (Zanzibar)	GPE	Physical
7	Senior Programme Specialist	GPE	Online
8	Education Specialist	FCDO	Online
9	Education Specialist	World Bank	Online
10	Team Leader	OPML	Online
11	Deputy Team Leader	Cambridge Education	Online
12	Team Leader IVT	OPM	Online
	Prime Minister’s Office Regional Administration and Local Government (PMORALG)		
13	Deputy Permanent Secretary	PMORALG	Physical
14	Ass Director Special Need Education	PMORALG	Physical
15	EMIS officer	PMORALG	Physical
16	Assistant Director ICT	PMORALG	Physical
17	Ass Director Policy and Planning	PMORALG	Physical
18	EPforR II Coordinator	PMORALG	Physical
19	Deputy Permanent Secretary	MoEST	Online
20	Ass director Basic Education	MOEST	Physical
21	GPE Coordinator	MoEST	Physical
22	School Quality Assurance Officer	MOEST	Physical
23	Special Needs Education Officer	MOEST	Physical
24	Teacher Education Department	MOEST	Physical
25	EPforR II Coordinator	MOEST	Online
	Ministry of Finance (MoF)		
26	Ass Commissioner Bilateral	MoF	Online
27	Economist -MoF	MoF	Online
	Teacher’s Service Commission (TSC)		
28	Secretary	TSC	Physical
29	Ass Director Ethics and displume	TSC	Physical
30	Legal officer	TSC	Physical
31	Chief Accountant	TSC	Physical
32	EPforR II Coordinator	TSC	Physical
33	Director of Teacher Development, Ethics and Discipline	TSC	Physical
34	Director of Human Resource	TSC	Physical
35	GPE Coordinator	TSC	Physical
36	SEQUIP Coordinator	TSC	Physical
	President's Office, Public Service Management and Good Governance (POPSMGG)		
37	Director HCMIS	POPSMGG	Physical
38	Ass Director HCMIS	POPSMGG	Physical
39	Director of Organisational Development	POPSMGG	Physical
	National Examination Council of Tanzania (NECTA)		

40	Head of assessment department -Primary	NECTA	Physical
41	Examination manager primary	NECTA	Physical
42	Accountant	NECTA	Physical
Tanzania Institute of Education (TIE)			
43	Executive Director	TIE	Physical
44	EPforR II Coordinator	TIE	Physical
45	Accountant	TIE	Online
DODOMA CITY COUNCIL (JIJI)			
46	District Education Officer- Primary	Dodoma MC	Physical
47	District Academic Officer-Secondary	Dodoma MC	Physical
48	District Education Officer- Secondary	Dodoma MC	Physical
49	Deputy Headmaster	Bihawana Secondary – Dodoma MC	Physical
50	Biology teacher	Bihawana Secondary Dodoma MC	Physical
51	Kiswahili teacher	Bihawana Secondary Dodoma MC	Physical
52	Biology teacher	Bihawana Secondary Dodoma MC	Physical
53	Geography teacher	Bihawana Secondary Dodoma MC	Physical
54	Deputy Head Teacher	General Msuguri Primary Dodoma MC	Physical
55	Finance teacher	General Msuguri Primary Dodoma MC	Physical
56	Student -Std 7	General Msuguri Primary Dodoma MC	Physical
57	Student- Std 7	General Msuguri Primary Dodoma MC	Physical
BAHI DISTRICT COUNCIL- DODOMA			
58	District Education Officer Secondary	Bahi DC	Physical
59	Statistics and Logistic Officer-Primary	Bahi DC	Physical
60	Statistics and Logistic Officer-Secondary	Bahi DC	Physical
61	Deputy Head teachers	Chiona Primary Bahi DC	Physical
62	Academic, and classrooms teachers	Chiona Primary Bahi DC	Physical
63	Teacher	Chiona Primary Bahi DC	Physical
64	Teacher	Chiona Primary Bahi DC	Physical
65	Teacher	Chiona Primary Bahi DC	Physical
66	Teacher	Chiona Primary Bahi DC	Physical
67	Headmaster	Kisima cha Ndege Secondary-Bahi DC	Physical
68	Teacher	Kisima cha Ndege Secondary-Bahi DC	Physical
69	Teacher	Kisima cha Ndege Secondary-Bahi DC	Physical
70	Teacher	Kisima cha Ndege Secondary-Bahi DC	Physical
71	Teacher	Kisima cha Ndege Secondary-Bahi DC	Physical
72	Teacher	Kisima cha Ndege Secondary-Bahi DC	Physical
73	Former headmaster	Kigwe Secondary school Bahi DC	Online
UYUI DISTRICT COUNCIL-TABORA			
74	District Executive Director	Uyui DC	Physical
75	District Education Officer	Uyui DC	Physical
76	Statistics and Logistic Officer	Uyui DC	Physical
77	DAO	Uyui DC	Physical
78	Head Teacher	Gengesita primary school- Uyui DC	Physical
79	WEO-Kisengi ward	Gengesita primary school- Uyui DC	Physical
80	School Committee chairman	Gengesita primary school- Uyui DC	Physical
81	School Committee member	Gengesita primary school- Uyui DC	Physical
82	School Committee member	Gengesita primary school- Uyui DC	Physical
83	School Committee member	Gengesita primary school- Uyui DC	Physical
84	Headmaster r-Tura Sec school	Tura Sec school- Uyui DC	Physical
85	School Board chairman-	Tura Sec school- Uyui DC	Physical
86	Deputy HT	Tura Sec school- Uyui DC	Physical
87	Chairman-School Committee	Tura Sec school- Uyui DC	Physical
88	Member School Committee	Tura Sec school- Uyui DC	Physical
89	WEO-Tura ward	Tura Sec school- Uyui DC	Physical
90	Teacher	Tura Sec school- Uyui DC	Physical

TABORA MUNICIPAL COUNCIL			
91	District Education Officer Special Needs Education	Tabora MC	Physical
92	Headmaster	Tabora Girls -Tabora MC	Physical
93	Ass HT-Management	Tabora Girls -Tabora MC	Physical
94	Ass HT Academic	Tabora Girls -Tabora MC	Physical
95	Accountant	Tabora Girls -Tabora MC	Physical
96	Physics teacher	Tabora Girls -Tabora MC	Physical
97	Discipline master	Tabora Girls -Tabora MC	Physical
98	Head Teacher	Ali Hassan Mwinyi Primary education	Physical
99	WEO	Ali Hassan Mwinyi Primary education	Physical
100	Chairman School Committee	Ali Hassan Mwinyi Primary education	Physical
101	Member School Committee	Ali Hassan Mwinyi Primary education	Physical
102	Member School Committee	Ali Hassan Mwinyi Primary education	Physical
KIBAHA DC - COASTAL REGION			
103	Statistics And Logistic Officer Primary	KIbaha DC	Physical
104	Statistics And Logistic Officer Secondary	Kibaha DC	Physical
105	Headmaster	Kwala Secondary school	Physical
106	Teacher	Kwala Secondary school	Physical
107	Teacher	Kwala Secondary school	Physical
108	Teacher	Kwala Secondary school	Physical
109	Teacher	Kwala Secondary school	Physical
110	WEO	Janga Ward Kibaha DC	Physical
111		Uhuru Primary School -KIbaha DC	Physical
112	7 pupils (4 boys and 3 girls)	Uhuru Primary School -KIbaha DC	Physical
MKURANGA DC – COASTAL REGION			
113	District Education Officer Secondary	Mkuranga DC	Physical
114	Statistics and Logistic Officer Secondary	Mkuranga DC	Physical
115	DSL: Primary	Mkuranga DC	Physical
116	Headmaster	Tambani Secondary Mkuranga DC	Physical
117	Academic Teacher	Tambani Secondary Mkuranga DC	Physical
118	Teacher Discipline	Tambani Secondary Mkuranga DC	Physical
119	Teacher	Tambani Secondary Mkuranga DC	Physical
120	Teacher	Tambani Secondary Mkuranga DC	Physical
121	Teacher	Tambani Secondary Mkuranga DC	Physical
122	Teacher	Tambani Secondary Mkuranga DC	Physical
123	Teacher	Tambani Secondary Mkuranga DC	Physical
124	Teacher	Tambani Secondary Mkuranga DC	Physical
125	Teacher	Tambani Secondary Mkuranga DC	Physical
126	Teacher	Tambani Secondary Mkuranga DC	Physical
127	Teacher	Tambani Secondary Mkuranga DC	Physical
128	Head teacher	Chatembo Primary school, Mkuranga DC	Physical
CIVIL SOCIETY ORGANISATIONS			
129	Executive Director	UWEZO Tanzania	Online
130	National Coordinator	TEN/MET	Physical

PERZ – LIST OF INTERVIEWS

#	Position	Organisation	Mode of Communication
1	Director Policy, Planning and Research	MoEVT	Physical
2	Planning Officer, Coordinating PERZ 2022	MoEVT	Physical
3.	Head M&E, Lead SOB DLI	MoEVT	Physical
4	Director, Zanzibar Institute of Education (ZIE)	MoEVT	Physical
5	Group Interview with Officers from EMIS Department (4)	MoEVT	Physical
6	Acting Director, Department of Teacher Education	MoEVT	Physical
7	Head of Division of Teacher Education	MoEVT	Physical
8	Head Inservice Training Section	MoEVT	Physical
9	Head of Inclusive Unit	MoEVT	Physical
10	Acting Director, Chief Accountant	MoEVT	Physical
11	Deputy Director, Chief Accountant	MoEVT	Physical
12	ZIQUE Project Accountant	MoEVT	Physical
13	Assistant Accountant – GPEIII	MoEVT	Physical
14	Director, Department of Administration and Personnel Management	MoEVT	Online
15	Director, Office of chief Inspector of Schools	MoEVT	Online
16	Director, Zanzibar Examination Council	MoEVT	Online
17	Deputy Permannet Secretary -Academic	MoEVT	Online
18	Head of Budgeting Department	Ministry of Finance	Physical
19	Officer, Policy, Planning and Research	MoEVT (Pemba)	Physical
20	District Education Officer (DEO), Mkoani District	MoEVT	Physical
21	Head of School Inspection, South Pemba	MoEVT	Physical
22	Technical Assistance for PERZ (Team Leader)	Sida and GPE	Online
23	Director, UNICEF	UNICER(Zanzibar)	Online
24	District Education Officer (DEO), Chake Chake District	MoEVT	Physical
25	District Education Officer (DEO), Wete District	MoEVT	Physical
26	District Education Officer (DEO), Micheweni District	MoEVT	Physical
27	Mbarouk - Pre-Primary and Primary Education Coordinator, Pemba	MoEVT	Physical
28	Head Teacher	Potoa Primary School	Physical
29	District Education Officer	Central District	Physical
30	Statistics and Logistics Officer	Central District	Physical
31	Group Interview with 6 Parents	Potoa Primary school (Central District-Zanzibar)	Physical
32	Group Interview with school management committee members (4)	Potoa Primary school (Central District-Zanzibar)	Physical
33	Ward Local Leader (Sheha)	Potoa village	Physical
34	Ward Local Leader (Sheha)	Mjini Wingwi	Physical
35	Head Mistress	Mjini Wingwi Primary schools	Physical
36	Technical Assistance (TAS)	PERZ Programme	Online
37	Team leader, Independent Verification Team (IVT)	PERZ Programme	Online
38	Consultant, Independent Verification Team (IVT)	PERZ Programme	Online
39	Group interview with School Management Committee members (4)	Mjini Wingwi	Physical
40	FGD with Teachers (7)	Mjini Wingwi	Physical
41	Group interview with parents (3)	Mjini Wingwi	Physical
42	FGD with Students (11)	Mjini Wingwi Primary schools	Physical

Annex 6: Disbursement LInked Indicators

EPFORR II DLIS

RA1: Improving School Learning Environment Schools meet minimum requirements with focus on prioritising resources to the lowest quartile.

- **1.1: New Primary Teachers Postings Are Compliant with Staffing Priorities** The Government meets the annual target for posting new primary teachers in compliance with the priority vacancies identified in the Primary Teacher Allocation Protocol (P-TAP) with new recruitment at a level greater than or equal to the level of primary teacher attrition. National Annually. October
- **1.4: Teaching and Learning Materials** Government defines and establishes a Teaching and Learning Materials Allocation Protocol (P-TLMAP) for prioritising the printing, distribution and allocation of Textbook, Teaching, Learning (T&LM) to primary schools in greatest need. National August 2022 (foundational) then annually (August)
  - 1.4A: Annual school census (ASC) are revised to incorporate appropriate data on secondary T&LM, received each year. August 2022 (foundational)
  - 1.4B: Agree protocols for prioritising the allocation of secondary T&LM and approve the secondary Teaching and Learning materials and (P-TLMAP). August 2022 (foundational)
  - 1.4C: 5-year annual primary T&LM replenishment plan based on textbook policy, estimated T&LM attrition rates, and student projections is endorsed by SMT. August 2022 (foundational)
  - 1.4D: Level of compliance between P-TLMAP priority list and actual materials distributed to school level is assessed. From August 2024
- **1.5: Primary schools become more inclusive** The Government establishes a national programme to support greater inclusion in primary schools. National, LGA (to be confirmed) August, 2023, (foundational) Annually
- **1.6: New Secondary Teachers Postings Are Compliant with Staffing Priorities** National August, 2024
  - 1.6A: The Government establishes new secondary Teacher Allocation Protocol (S-TAP) to prioritise subject teachers to the neediest schools. August, 2025
  - 1.6B: The Government meets the annual target for posting new secondary school teachers in compliance with the priority vacancies identified in the Secondary Teacher Allocation Protocol (S-TAP) with new recruitment at a level equal to (or greater than) the level of secondary teacher attrition.
- **1.7 Secondary Teaching and Learning Materials are Allocated Effectively** The Government establishes a Secondary Teaching and Learning Materials Allocation Protocol (S-TLMAP) for prioritising the printing, distribution and allocation of Textbooks, Teaching and Learning Materials (T&LM)6 for

secondary schools in greatest need. National August 2023 (foundational) then scalable in August 2025
   - 1.7A: Agree protocols for prioritising the allocation of secondary T&LM and approve the secondary Teaching and Learning materials and allocation plan (S-TLMAP).
   - 1.7B: 5-year Secondary Annual Materials Replenishment Plan (S-AMRP) based on textbook policy, estimated T&LM attrition rates, and student projections is endorsed by SMT.
   - 1.7C: Level of compliance between S-TLMAP priority list and actual materials distributed to school level is assessed.

RA2: Improving Teaching/Teacher Workforce Planning and Management

- **DLI 2.1: Teacher forecasting framework developed and implemented** The Government puts in place system to ensure that student teachers' intake better matches teacher workforce needs, by gender and subject specialisation. National August 2024 (foundational) Then implemented in August 2026
- **DLI 2.2: Teacher incentivisation guidelines developed and implemented** August 2024
   - DLI 2.2A: The Government will develop a national teacher incentives Guide National August 2025 (Foundation activity)
   - DLI 2.2B: The LGA will implement incentives Guide LGA Annually starting from August 2026 12

RA3: Strengthening Governance and Institutional Capacity

3.1: Ensuring Adequate & Timely Resource Flows
- 3.1A: The share of public expenditure allocated to the education sector is 20%.
- 3.1B: The budget releases in support of key programme activities is maintained or increased. a) National b) National Annually. August Annually. August

RA4: Outcome DLIs
- 4.1 Survival Rate
   - 4.1A: Government has achieved improved primary survival rates with gender parity. a) LGA Annually. August
   - 4.1B: Government has achieved improved primary to secondary transition rates with gender parity. b) LGA Annually. August
- 4.2: Learning Outcomes
   - 4.2A: Government has met the biennial targets on the Standard 2 National 3Rs Assessment for: (a) reducing the percentage of Standard 2 students achieving a zero score and (b) raising the percentage of Standard 2 students reaching basic benchmarks for oral reading fluency. a) National Biennial. August
   - 4.2B: Government has met the biennial targets on the Standard 2 National 3Rs Assessment in Arithmetic for: (a) reducing the percentage of Standard 2 students achieving a zero score and (b) raising the percentage of Standard 2 students reaching basic benchmarks for addition and subtraction. b) National Biennial. August

PERZ DLIS

The PERZ DLIs as originally designed and the modifications made to the DLIs during programme implementation are outlined in the table below

Result Areas and Disbursement Linked Indicators	Objective	Responsible
Result Area 1: Improving learning environment in schools by supporting schools to meet minimum requirements to function		
DLI 1.1: New Primary Teachers Postings Are Compliant with Staffin Priorities 1.1A: A Teacher Allocation Protocol (TAP) prioritising the allocation of newly trained teachers (a TAP) is developed and agreed 1.1B: The level of compliance between the TAP priority list and the actual postings is then assessed to provide the percentage success. 1.1C: Analytical paper on assigning teachers based on maximum numbers of students per class is reviewed and assessed at the Mid-Term Review.	Establishing or strengthening the institutional processes for assigning new primary teachers to schools with greatest shortage.	PORASD
DLI 1.2: Textbook and Learning Materials including SEN materials are Allocated Effectively 1.2A: A TLSM Allocation Protocol (TLSMAP) prioritising the allocation of new primary TLSM is developed and agreed 1.2B: A 5-year annualised materials replenishment plan (AMRP) based on textbook policy, attrition rates, and curriculum roll-out is endorsed by SMT 1.2C: Level of compliance between TLSMAP priority list and actual materials distributed is assessed	Establishing or strengthening the institutional process for assigning teaching and learning materials to schools with the greatest shortage	MOEVT EMIS, ZIE, MoFP
DLI 1.3: Improving Inclusive Education and Equitable Access 1.3A: The Special Education Needs (SEN) policy is approved *(Changed in 2023 POM to: "A Chapter on Inclusive Education is incorporated in an approved Education Policy")* 1.3B: A medium-term action plan in support of the SEN policy is developed, incorporated into Zanzibar Education Development Plan (ZEDP_ and endorsed by the Senior Management Team. *(Changed in 2023 POM to: "A medium-term action plan on Inclusive Education and Life Skills (IELS) is developed and endorsed by the SMT")* 1.3C: Annual performance indicators and targets from this plan are approved by the SMT at the MTR for use as fund release triggers in years 4 and 5. *(Changed in 2023 POM to "Annual performance indicators and targets from the IELS plan are approved by the SMT at the MTR for use as fund release triggers in years 4 and 5")* 1.3D: Level of performance in attaining these targets is assessed and agreed by SMT. *(Changed in 2023*	Establishing or strengthening systems to ensure more equitable access to education services irrespective of gender, location or SEN requirements	MoEVT, ILES, EMIS

Result Areas and Disbursement Linked Indicators	Objective	Responsible
POM to "Level of performance in selected indicator targets is assessed and agreed by SMT")		
DLI 1.4: The feasibility of implementing Primary School Operating Budgets (SOB) is reviewed 1.4A: SMT Review and joint endorsement of a comprehensive feasibility study 1.4B: SMT Review and joint endorsement of provisional policy and operational documents for SOB 1.4C: MOEVT-PORALG joint assessment and decision on the potential of SOB programme. *(Changed in POM 2023 to "MOEVT assessment and decision on the potential of SOB programme")* 1.4D: Criteria for incentives for DLI 1.4D (Dependent upon decision in 1.4C) *(Changed in 2024 POM to "Government maintains the distribution of SOB as defined under 5.2.4G(ii) following the rate for pre-primary and primary schools per child and the fixed rate per school defined in the SOB operating manual")*	Producing comprehensive and robust evidence upon which to make a decision whether a SOB programme (school grants) is appropriate for the education sector in Zanzibar	PORASD
DLI 1.5: Primary classroom construction is in compliance with actual need *(Added in 2023 POM)* DLI 5A: A 5-year annualised plan for equitable distribution of classrooms developed and approved *(Further changed in 2024 POM to "A Medium-Term Classroom Requirement Plan (MT-CP) developed and approved at SMT meeting of June/July 2024)"* DLI 1.5B: Increased number of schools with average class size 60 and below (school level PCR). *(Further changed in 2024 POM to "The Government attains annual district level targets for the provision of primary classrooms".*		
Result Areas 2: Institutional Strengthening and capacity building		
**DLI 2.1: Safeguard Education Budget and Primary Education Budget (Changed in 2024 to "*Education budget allocations are sufficient and timely released resulting in high level execution")* 2.1A: 20% of total GoZ recurrent annual budget is allocated to the education sector 2.1B: Annual recurrent budget allocation to primary TLSM approaches or exceeds the equivalent of TSH 4,000 per primary student. *(Changed 2023 POM to "Annual expenditure between 65% to 70%, 70%-75, 75%-80%, 80%-85% of initially approved budget by year 1-4").* 2.1C: MoEVT and PORALG agree a consistent means of reporting on education budgets. *(Changed in 2023 POM to "MoEVT approve a consistent means of reporting on education budgets and expenditure")*	To ensure public funding allocation to education sector and primary education sub-sector is in accordance with the current agreement between Government of Zanzibar (GoZ) and the Global Education Partnership (GPE) (20% or more).	MoFP, ZIE, MoEVT

Result Areas and Disbursement Linked Indicators	Objective	Responsible
DLI 2.2: Improving Education Management Information System (EMIS) 2.2A: EMIS action plan is developed and approved, based upon a SWOT analysis 2.2B: Revise annual school census (ASC) to ensure key data sets are covered (DLIs 1.1, 1.2 and 1.3) 2.2C: A standardised Annual Education Sector Performance Report (AESPR) format is agreed 2.2D: AESPR is produced each year 2.2E: Timely and comprehensive submission to MOEVT of each: LGAs pre-primary and primary, and DEO secondary school level data (from ASC). *(Changed in 2023 POM to "Timely and comprehensive submission by Districts to MoEVT of each pre-primary, primary, and secondary school level data (from ASC).* DLI 2.2F: Annual Education Statistical Abstract (AESA) timely produced and disseminated. *(Added in 2024 POM).*	To ensure capacity of its EMIS systems is strengthened in order to facilitate improved monitoring and assessment of school level performance and planning; and prioritisation of resource allocation and support	MoEVT, DPPR
DLI 2.3: Teacher continuous professional development (TCPD) is institutionalised *(Added in 2023 POM)* DLI 2.3A: TCPD guidelines for induction program and for school/cluster based in-service training for all teachers developed and approved. DLI 2.3B: At least 28% (7% annually) of all government employed teachers in pre-primary or primary government schools participated in in-service training (school based and/or cluster based) as per requirements of the TCPD framework and guidelines.		
Result areas 3: Improving Learning Outcomes and Assessment *(RA 3 dropped in 2023 Programme Operations Manual)*		
DLI 3.1: Implementation of the new curriculum and learning assessment approaches *(DLI dropped in 2023 Programme Operations Manual)*		
Capacity building Capacity building – training Capacity building – technical assistance		

Annex 7: Budget and disbursements per DLI

The budget information is based on initial budget presented in the 2021 programme proposal and revisions as presented in POM 2024. The information on actual disbursement by March 2026 was provided by the Embassy of Sweden.

EPFORR II

Education Programme for Results II (EPForR II) FYs 2021/22-2026/27							
Budget allocation	**2021/2020** **SEK** **(Program proposal)**	**2024/2025** **SEK** **(POM 2024)**	**Disbursed** **dec-22**	**Disbursed** **dec-23**	**Disbursed** **dec-24**	**Disbursed in total as at 27.03.2026** SEK	**Disbursed % of 2024 budget**
Result Area 1: Improving School Learning Environment						-	
DLI 1.1: New Primary Teachers Postings Are Compliant with Staffing Priorities	212,500,000	222,000,000	37.560.000			37.560.000	16.92 %
DLI 1.1A: Level of compliance between the Teacher Allocation Protocol (TAP) priority list and actual teachers posted.						-	

DLI 1.1B: Percentage of newly recruited primary teachers successfully deployed to a priority vacancy (as defined by the P-TAP), with recruitment greater than or equal to the level of primary teacher attrition.		33,000,000		49.202.959	41.557.493	90.760.452	275.00 %
DLI 1.1C: Percentage of newly recruited primary teachers successfully deployed to a priority vacancy (as defined by the P-TAP), with recruitment greater than the level of primary teacher attrition.				31.224.955		31.224.955	n.a.
DLI 1.2: Establishing Innovations to Support**Teacher Allocations and Postings**	12,000,000					-	-
DLI 1.4 Teaching and Learning Material: Government defines and establishes a Teaching and Learning Materials Allocation Protocol (P-TLMAP) for prioritizing the printing, distributing and allocation of Textbook, Teaching, Learning (T&LM) to primary schools in greatest need.	217,000,000	14,000,000	2.000.000			2.000.000	(Total 100% for DLI 1.4) 14.29%
1.4A: Annual school censuses (ASC) are revised to incorporate T&LM received each year.						-	
DLI 1.4B: Agree protocol for prioritizing the allocation of primary T&LM and approve the primary T&LM and TLMAP.			8.000.000			8.000.000	57.14 %

DLI 1.4C: 5-years annual primary T&LM replenishment plan based on textbook policy, estimated T&LM attrition rates, and student projections is endorsed by SMT.			4.000.000			4.000.000	28.57 %
DLI 1.4D: level of compliance between P-TLMAP priority list and actual materials distribution to school level is assessed.		148,000,000			16.046.703	16.046.703	10.84 %
DLI 1.5 Primary School become more inclusive. The Government establishes a national programme to support greater inclusion in primary schools	84,000,000			28.000.000		28.000.000	33.33 %
DLI 1.5A: The Government will develop National Framework for Enabling Schools Becomes More Inclusive		28,000,000				-	n.a.
DLI 1.5B: LGA compliance levels with targeting of Inclusion Assessments covering 92 LGAs in 2025 and 184 LGAs in 2026		18,000,000				-	n.a.
DLI 1.6: New Secondary Teachers Posting are Compliant with Staffing Priorities. The Government meets the annual target for posting new secondary teachers in compliance with the priority vacancies identified in the Secondary Teacher Allocation Protocol (S-TAP) with new recruitment at a level equal to (or greater than) the level of secondary teacher attrition.						-	

DLI 1.6A: The Government establishes the new Secondary Teacher Allocation Protocol (S-TAP) to prioritise subject teachers to the neediest schools.						-	
DLI 1.6B: Percentage of newly recruited secondary teachers successfully deployed to a priority vacancy (as defined by the S-TAP), with recruitment up to the level of secondary teacher attrition						-	
DLI 1.6C: Percentage of newly recruited primary teachers successfully deployed to a priority vacancy (as defined by the S-TAP), with recruitment greater than the level of secondary teacher attrition.						-	
DLI 1.7: Secondary Teaching and Learning Materials are Allocated Effectively. The Government establishes a Secondary Teaching and Learning Materials Allocation Protocol (S-TLMAP) for prioritizing and printing, distributing and allocation of Textbooks, Teaching and Learning Materials (T&LM)5 for secondary schools in greatest need.				3.500.000		3.500.000	100 %
DLI 1.7A: Agree protocols for prioritizing the allocation of secondary T&LM and approve the Secondary Teaching and Learning Materials Allocation Protocol (S-TLMAP).		3,500,000				-	

DLI 1.7B: 5-year Secondary Annual Materials Replenishment Plan (S-AMRP) based on textbook policy, estimated T&LM attrition rates, and student projections is endorsed by SMT.						-	
DLI 1.7C: Level of compliance between S-TLMAP priority list and actual materials distributed to school level is assessed.						-	
Result Area 2: Improving Teaching/Teacher Workforce Planning and Management						-	
DLI 2.1 Teacher forecasting framework development and implemented. The Government puts in place system to ensure that student teachers' intake better matches teacher workforce needs, by gender and subject specialization						-	
DLI 2.1A: The Government will develop a Teacher Forecasting Framework – Demand side						-	
DLI 2.1B: The Government will develop a Teacher Forecasting Framework – Supply side						-	
DLI 2.1C: Student teacher intake in prioritized subject areas meets the target						-	
DLI 2.2 Teacher incentivisation guidelines developed and implemented. The Government will develop a national teacher incentives guide, which will be implemented by LGAs.						-	

DLI 2.2A: The Government will develop a national teacher incentives Guide and disseminated to all LGAs						-	
DLI 2.2B: The LGA will implement incentives Guide						-	
Result Area 3. Strengthening Governance and Institutional Capacity						-	
DLI 3.1 Ensuring Adequate & Timely Resource Flows						-	
DLI 3.1A: The share of public expenditure allocated to the education sector is 20%.	40,000,000	40,000,000	7.185.526	194.112	517.685	7.897.323	19.74 %
DLI 3.1B: The budget releases in support of key programme activities is maintained or increased.	76,000,000	76,000,000	16.277.410	16.168.980	18.035.070	50.481.460	66.42 %
Result Area 4. Outcome DLIs						-	
DLI 4.1 Survival Rate. LGAs achieve improved Primary student survival and transition rates to Lower Secondary School whilst maintaining or improving gender equity in these areas.			12.000.000			12.000.000	n.a.
DLI 4.1A: Government has achieved improved primary survival rates with gender parity	56,000,000	93,000,000		25.000.000	28.000.000	53.000.000	56.98 %
DLI 4.1B: Government has achieved improved primary to secondary transition rates with gender parity	26,000,000	52,000,000	6.000.000	14.000.000	15.000.000	35.000.000	67.30 %

DLI 4.2: Learning Outcomes. The Government has met the biennial targets on the Standard 2 National 3Rs Assessment for: a) reducing the percentage of Standard 2 students achieving a zero score and b) raising the percentage of Standard 2 students reaching basic benchmarks for oral reading fluency					5.078.125	5.078.125	n.a.
DLI 4.2A: Government has met the biennial targets on the Standard 2 National 3Rs Assessment for: (a) reducing the percentage of Standard 2 students achieving a zero score and (b) raising the percentage or standard 2 students teaching basic benchmarks for oral reading fluency.	11,250,000	11,250,000	3.360.042			3.360.042	29.87 %
DLI 4.2B: Government has met the biennial targets on the Standard 2 National 3Rs Assessment in Arithmetic for (a) reducing the percentage of Standard 2 students achieving a zero score and (b) raising the percentage of Standard 2 students reaching basic benchmarks for addition and subtraction.	11,250,000	11,250,000	5.625.000			5.625.000	50 %
Total funding	746,000,000	750,000,000	**102.007.978**	**167.291.006**	**124.235.076**	**393.534.060**	**52.47 %**

PERZ

Programme for Education Results Zanzibar (PERZ) FYs 2021/22-2026/27 Budget allocation			Disbursed dec-22	Disbursed dec-23	Disbursed dec-24	Disbursed total 27.03.2026	
Result Areas and Disbursement Linked Indicators	**2021 (as per programme proposal) SEK**	**2024 (As per 2024 POM) SEK**					**% of budget**
Result Area 1: Improving learning environment in schools by supporting schools to meet minimum requirements to function						-	
DLI 1.1: New Primary Teachers Postings Are Compliant with Staffing Priorities						-	
1.1A: A Teacher Allocation Protocol (TAP) prioritising the allocation of newly trained teachers (a TAP) is developed and agreed	2,000,000	2,000,000	2.000.000			2.000.000	100 %
1.1B: The level of compliance between the TAP priority list and the actual postings is then assessed to provide the percentage success.	17,000,000	17,000,000		1.711.248	3.910.000	5.621.248	33.07 %
1.1C: Analytical paper on assigning teachers based on maximum numbers of students per class is reviewed and assessed at the Mid-Term Review.	250	250			250.000	250.000	100 %
DLI 1.2: Textbook and Learning Materials including SEN materials are Allocated Effectively						-	

1.2A: A TLSM Allocation Protocol (TLSMAP) prioritising the allocation of new primary TLSM is developed and agreed	2,000,000	2,000,000	2.000.000			2.000.000	100 %
1.2B: A 5-year annualised materials replenishment plan (AMRP) based on textbook policy, attrition rates, and curriculum roll-out is endorsed by SMT	500	1,500,000		1.500.000		1.500.000	100 %
1.2C: Level of compliance between TLSMAP priority list and actual materials distributed is assessed	3,000,000	4,500,000			1.396.950	1.396.950	31.04 %
DLI 1.3: Improving Inclusive Education and Equitable Access						-	
1.3A: The Special Education Needs (SEN) policy is approved *(Changed in 2023 POM to: "A Chapter on Inclusive Education is incorporated in an approved Education Policy")*	250	250		250.000		250.000	100 %
1.3B: A medium-term action plan in support of the SEN policy is developed, incorporated into Zanzibar Education Development Plan (ZEDP_ and endorsed by the Senior Management Team. *(Changed in 2023 POM to: "A medium-term action plan on Inclusive Education and Life Skills (IELS) is developed and endorsed by the SMT")*	250	250		250.000		250.000	100 %
1.3C: Annual performance indicators and targets from this plan are approved by the SMT at the MTR for use as fund release triggers in years 4 and 5. *(Changed in 2023 POM to "Annual performance indicators and targets from the IELS plan are approved by the SMT at the MTR for use as fund release triggers in years 4 and 5")*	250	250			250.000	250.000	100 %
1.3D: Level of performance in attaining these targets is assessed and agreed by SMT. *(Changed in 2023 POM to "Level of performance in selected indicator targets is assessed and agreed by SMT")*	2,000,000	2,000,000				-	n.a.

DLI 1.4: The feasibility of implementing Primary School Operating Budgets (SOB) is reviewed							-	
1.4A: SMT Review and joint endorsement of a comprehensive feasibility study	500	500	500.000				500.000	100 %
1.4B: SMT Review and joint endorsement of provisional policy and operational documents for SOB	500	500		500.000			500.000	100 %
1.4C: MOEVT-PORALG joint assessment and decision on the potential of SOB programme. *(Changed in POM 2023 to "MOEVT assessment and decision on the potential of SOB programme")*	250	250			250.000		250.000	100 %
1.4D: Criteria for incentives for DLI 1.4D (Dependent upon decision in 1.4C) *(Changed in 2024 POM to "Government maintains the distribution of SOB as defined under 5.2.4G(ii) following the rate for pre-primary and primary schools per child and the fixed rate per school defined in the SOB operating manual")*	1,300,000	1,300,000					-	n.a.
DLI 1.5: Primary classroom construction is in compliance with actual need *(Added in 2023 POM)*							-	
DLI 5A: A 5-year annualised plan for equitable distribution of classrooms developed and approved *(Further changed in 2024 POM to "A Medium-Term Classroom Requirement Plan (MT-CP) developed and approved at SMT meeting of June/July 2024)"*							-	

DLI 1.5B: Increased number of schools with average class size 60 and below (school level PCR). *(Further changed in 2024 POM to "The Government attains annual district level targets for the provision of primary classrooms".*						-	
Result Areas 2: Institutional Strengthening and capacity building						-	
DLI 2.1: Safeguard Education Budget and Primary Education Budget (Changed in 2024 to *"Education budget allocations are sufficient and timely released resulting in high level execution")*						-	
2.1A: 20% of total GoZ recurrent annual budget is allocated to the education sector	2,500,000	2,500,000	500.000	222.000	500.000	1.222.000	48.88 %
2.1B: Annual recurrent budget allocation to primary TLSM approaches or exceeds the equivalent of TSH 4,000 per primary student. *(Changed 2023 POM to "Annual expenditure between 65% to 70%, 70%-75, 75%-80%, 80%-85% of initially approved budget by year 1-4").*	2,500,000			450.000		450.000	18%
2.1C: MoEVT and PORALG agree a consistent means of reporting on education budgets. *(Changed in 2023 POM to "MoEVT approve a consistent means of reporting on education budgets and expenditure")*	450	450				-	n.a.
DLI 2.2: Improving Education Management Information System (EMIS)						-	
2.2A: EMIS action plan is developed and approved, based upon a SWOT analysis	500	500	500.000			500.000	100 %
2.2B: Revise annual school census (ASC) to ensure key data sets are covered (DLIs 1.1, 1.2 and 1.3)	1,000,000	1,000,000	1.000.000			1.000.000	100 %

2.2C: A standardised Annual Education Sector Performance Report (AESPR) format is agreed	750	750	750.000			750.000	100 %
2.2D: AESPR is produced each year	750	750		250.000	250.000	500.000	66.66 %
2.2E: Timely and comprehensive submission to MOEVT of each: LGAs pre-primary and primary, and DEO secondary school level data (from ASC). *(Changed in 2023 POM to "Timely and comprehensive submission by Districts to MoEVT of each pre-primary, primary, and secondary school level data (from ASC).*	1,500,000	500		500.000		500.000	33.33 %
DLI 2.2F: Annual Education Statistical Abstract (AESA) timely produced and disseminated. *(Added in 2024 POM).*		1,000,000			500.000	500.000	50%
DLI 2.3: Teacher continuous professional development (TCPD) is institutionalised *(Added in 2023 POM)*						-	
DLI 2.3A: TCPD guidelines for induction program and for school/cluster based in-service training for all teachers developed and approved.						-	
DLI 2.3B: At least 28% (7% annually) of all government employed teachers in pre-primary or primary government schools participated in in-service training (school based and/or cluster based) as per requirements of the TCPD framework and guidelines.						-	
DLI Totals	**40,000,000**	**40,000,000**	**7.250.000**	**5.633.248**	**7.306.950**	**20.190.198**	**50.48 %**
Capacity building							
Capacity building – training	1,200,000	1,200,000					
Capacity building – technical assistance	8,800,000	8,800,000					
Programme Totals	50,000,000	50,000,000					

Evaluation of Education Programme for Results II (EPforR II) Tanzania 2021/22-2025/26.

Evaluation of Programme for Education Results (PERZ) Zanzibar 2021/22-2025/26.

Purpose:

The main purpose of both evaluations was to assess the relevance of the interventions and identify key lessons, successes and challenges in relation to the effectiveness of the programmes with the aim to enhance transparency and accountability.

Conclusions:

The evaluation of EPforRII concludes that the programme is highly relevant and aligned with the national education sector policies and strategies. Results obtained in relation to establishment of systems are well documented and verified, but there is still a way to go in terms of national roll-out. Institutional and financial sustainability is a challenge. The evaluation of PERZ concludes that the programme aligns well with national priorities. It has contributed significantly to regional equity and access to primary education, but its contribution to gender equality remains limited. PERZ has contributed to improving the learning environment at primary schools, and perspectives for institutional sustainability are promising.

Recommendations:

The main recommendations for EPforRII are to broaden interministerial coordination, to ensure that special needs education plans are backed by teacher training and recruitment, to strengthen the role of CSOs in programme design and monitoring, especially on inclusion and equity, and to ensure diversification of funds. The main recommendations for PERZ are to strengthen commitment to a 20% education budget allocation, accelerate the rollout of digital management systems and build capacity for effective data utilisation, promote gender equality and strengthen institutional ownership to ensure continuity of key reforms.

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